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Montana local government infrastructure



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MONTANA LOCAL GOVERNMENT
INFRASTRUCTURE CASE STUDIES

Prepared by:
Lisa Bay Consulting

Prepared for:
The Governor's Task Force on Infrastructure
Helena, Montana
June 1984

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PREFACE

Abstract

The information contained in this document was collected and prepared by Lisa Bay Consulting (lead consultant) pursuant to a contract with the Montana Department of Commerce. The document was prepared for the Governor's Task Force on Infrastructure. The Task Force used this information in their analysis of Montana's local public facilities (infrastructure).

This document is a compendium of information collected by the consultant. The opinions expressed in "General Observations" section are the opinions of the consultant based upon the consultant's research and do not necessarily reflect the views of the Governor's Task Force.

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DESCRIPTION AND EVALUATION OF METHODS
INFRASTRUCTURE SURVEY

INTRODUCTION

This report summarizes what was done for this project, and how it was accomplished. It is organized according to the tasks outlined in the RFP. Under each Task is first a description of what was done, followed by the consulting team's evaluation of its effectiveness and any appropriate recommendations.

TASK 1. Refine Objectives and Information Needs

Description. During this phase of the project, the consultants and Commerce staff met regularly to decide what type of information was needed by the Governor's Task Force on Infrastructure, and how best to collect it. At an initial meeting, the Commerce staff provided background on the purpose of the Task Force.

The consulting team then developed a list of specific questions to ask the Task Force at its June 27 meeting. The list (Attachment 1) included potential problems and a set of strategy statements for the Task Force to review. These statements explained clearly to the Task Force how consultants viewed the project, and how they were planning to proceed.

At the Task Force meeting, these statements were reviewed and the goals clarified. The data base would be used to better-understand constraints to infrastructure provision and provide an array of possible solutions. Another goal was to provide material with which to educate the public on the size of infrastructure problems, and of the consequences of not adequately meeting existing and future needs. The study could also serve as a pilot for possible future monitoring efforts.

Evaluation. Consultants and Commerce staff both felt that much up-front planning was needed to make sure that subsequent efforts, such as survey design and methods, were on track, and would deliver information needed by the Task Force in a format conducive to its ultimate use.

Consultants felt that the keys to this phase were the

accessibility and flexibility of the Commerce staff. They were available for consultation whenever needed, to allow the planning process to have a number of discrete steps, each building on the last and each approved by staff. Commerce was also amenable to new ideas and suggestions offered by the consultants. When coupled with Commerce's own initial preparation for the project, this flexibility allowed the project to develop logically, without artificial constraints.

This was a key aspect of the entire project; whenever consultants would complete a new task, they would have Commerce review it in draft form to make sure the product was acceptable. This give-and-take relationship was viewed as essential by both parties.

TASK 2. Develop Survey Methodology

Description. This step required decisions on how to choose the number and type of local governments to survey, and the number and type of facilities to survey in each. The method of interview (in-person) and of establishing contact with the jurisdictions (through a key contact person who would schedule interviews and ensure local cooperation) had already been decided by Commerce. Consultants initially compiled a list of methodological issues (Attachment 2).

Selection of the local governments was accomplished in cooperation with the Montana Association of Counties and the League of Cities and Towns. The consultants developed a set of criteria to ensure that diverse, representative local governments were chosen (Attachment 3). Facility types within each jurisdiction were targeted for study based on the existence of an infrastructure problem or of a solution to previous inadequacies. Commerce also wanted to address all (or at least many) facility types in two jurisdictions, to allow assessment of one community's and one county's general infrastructure condition.

To accommodate data collection on some facilities (such as local-government funded public broadcasting) that were not present in many jurisdictions, supplemental telephone interviews were conducted. This allowed additional data to be collected at low cost and without restricting the initial choice of local governments.

In each jurisdiction, an interview with a person having an overview of local government functions (Mayor or County Commissioner) was also conducted. These interviews, structured with a different questionnaire, were designed to provide a

perspective of infrastructure by someone not representing a particular facility type, and to gain understanding of the trade-offs involved.

In all, 78 interviews were conducted in 13 jurisdictions, including two jurisdictions that were surveyed only for their local broadcasting facilities (Attachment 4). Interviews were conducted with one or more respondents knowledgeable about the facility in each jurisdiction. Notes from all interviews were then typed.

Evaluation. The methods chosen worked well, yielding information about a variety of facility types in diverse jurisdictions. Consultants feel that the problems and solutions identified, while not a complete list, typify those faced by local governments in Montana. The most important variables in jurisdiction selection are probably growth/no-growth and size.

However, the problems and concerns of very small jurisdictions (towns having populations under 1,000 and counties under 2,000 - 3,000) may not have been explored adequately. Such small communities may have the biggest problems; they may lack the statutory understanding and technical background necessary, and have financing needs creating too great a burden on the small population base.

TASK 3. Develop Questionnaires

Description. Two questionnaires were developed, one for persons in charge of facilities and one for persons having an overview of local government functioning. The tentative list of questions developed by Commerce served as a starting point. Several drafts of each instrument were developed and then reviewed by Commerce before the pre-tests.

To refine the questionnaires, the consultants worked closely with Commerce and also talked with experts in some of the facility types. Previous questionnaires developed in the 1970's by the Montana Commission on Local Government proved useful, as did the work of Abt Associates in their proposal to conduct a national survey of infrastructure conditions.

The final questionnaire for facilities (Attachment 5) and overviews (Attachment 6) are provided. To accompany the overview questionnaire, a closed-ended matrix was developed (Attachment 7), to make sure that comparable background information was obtained from each interview.

Evaluation. Initially, there was some skepticism that the same

questionnaire could be used for diverse facility types and jurisdictions. The final design, however, accommodated a wide range of responses because of its primarily open-ended format. The form seemed to work well for most situations. The overview matrix, however, was redundant and did not supply much additional information. Its main function was to help organize the interviews initially.

The makeup of the consulting team enhanced questionnaire development. The two members who were experts on local government would relay the information needed to the third member, a survey research expert, who would then determine the best way to obtain that information. The survey specialist had no background knowledge of infrastructure provision, making sure that the final questionnaire was clear and understandable.

TASK 4. Pre-tests

Description. Pre-tests were conducted in Lewis and Clark County and the City of Deer Lodge (several interviews were also conducted in the City of Helena). Following the interviews, only minor modifications were made in the survey forms. The pre-test interviews were therefore included with the rest of the data.

The pre-tests allowed consultants to estimate the time needed for each type of interview, a distinction especially important for scheduling subsequent visits to small and large jurisdictions. The interviewers also gained additional information about the facility types, allowing them to probe for responses in the rest of the surveys.

Evaluation. The pre-tests were essential, as was the original perspective of the consultants. The up-front development time and effort meant that few questionnaire changes were needed, so the data could be combined with that collected during the formal survey; the Task Force thus obtained additional information.

TASK 5. Conduct Survey

Description. The survey was conducted based on the methodology and using the forms already developed, and therefore needs little description here. As with most surveys containing a large percentage of open-ended questions, how the interviewers followed up on responses, probing for related information and specifics, was extremely important. The pre-tests prepared them well for this task.

Evaluation. Interviews with one to three people seemed the optimum size; more than three not only extended the time needed but made it difficult to record responses. Having two interviewers present, however, alleviated this problem. In fact, having two interviewers present was desirable because one could follow up questions and probe for clarification while the other takes notes. The two could also compare notes after the interview, an added check on accuracy and completeness of the data.

Because some appointments were inevitably cancelled (five interviews were not conducted), the number of appointments made should be more than the targeted final number.

TASK 6. Data Analysis Guidelines

Description. The principal component of this step was development of Summary Sheets to relay the information obtained to the Task Force. The sheet developed (Attachment 8) outlined the key elements from the interview, in a form conducive to direct application by the Task Force.

Initially, interview responses were recorded on the survey form. However, this required the extra time and expense of transferring responses onto the summary sheets. During the pre-test, responses were experimentally recorded directly on the summary sheets and when this proved possible, was done for the remainder of the survey. The interviewers continued to use the questionnaire as a guideline for asking questions.

Another element of Task 6 was providing the Task Force subcommittees with a method to have them address the data obtained from the survey. This was developed (Attachment 9) and pre-tested by the consultants to make sure it was workable and valuable.

Evaluation. Using the summary sheets to record responses from the questionnaire required some juggling of sheets, but proved workable and saved a great deal of time.

A word of caution is advised when using the summary sheets. The content therein is from the perspective of persons having a vested interest in that specific facility; someone else, for instance a mayor or county commissioner, may not have the same perspective. In addition, comments made to interviewers were not cross-checked for accuracy or completeness, as a journalist would do when writing a news story. This should be kept in mind when applying and interpreting the data.

Of course, the ultimate evaluation will come from the Task Force subcommittees, which will assess the value and usefulness of the entire survey of local governments.

TASK 7. Additional Written Materials

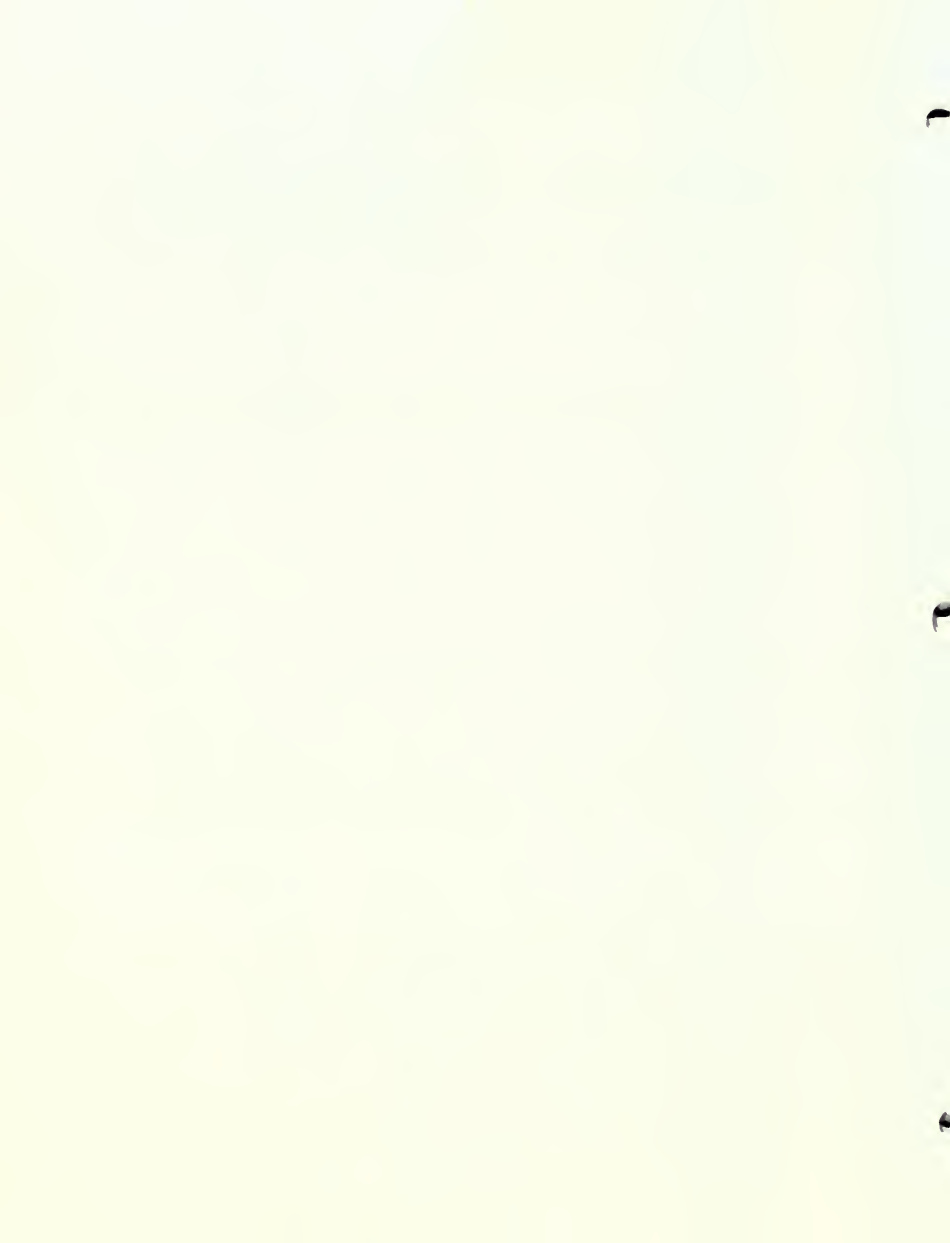
Description. When the consultants responded to the RFP, they included an optional task that had not been solicited by Commerce; writing some type of report or summary of the data. A complete report was not desired by Commerce, which felt that the Task Force should do this type of work itself. If the results were handed to them, Task Force subcommittee members might not develop the working knowledge that would come from wrestling with the data themselves.

A compromise was reached that allowed the consultants to convey some of their knowledge gained from conducting the survey, while not tying everything up in a neat package. Three products resulted from Task 7: a list of general observations gained by the interviewers regarding trends in the data (Attachment 10); a set of 14 vignettes which give examples of key issues faced by local governments in providing infrastructure; and this report. The set of vignettes (Attachment 11) were reviewed in draft form by Commerce, and subsequently modified by the consultants. They are intended for use in the Task Force's report, to serve as examples drawn from true situations faced by local governments.

In addition, local government contact people were mailed a letter thanking them for their participation (Attachment 12).

Evaluation. The list of general observations should provide a useful overview of the patterns observed in this set of communities.

The vignettes, if published, should be reviewed by the people interviewed to make sure they are accurate. It was also somewhat difficult to write vignettes for use as examples without knowing specifically what they were designed to illustrate. While this was coordinated to some extent with Commerce, additional vignettes may have to be written to convey very specific points.



INTERVIEWS BY COMMUNITY

COMMUNICATIONS	JUSTICE SYSTEM	LOCAL UTILITIES	OTHER	TRANSPORTATION
Roundup Public Broadcasting	<u>Yellowstone Co.</u> Police	<u>Helena</u> Sewer Water	<u>L & C Co.</u> Animal Shelter Civil Defense Fire Prot.	<u>Yellowstone</u> E & H Bus Roads
<u>Park Co.</u> Public Broadcasting	<u>Glendive</u> Police	<u>L & C Co.</u> Solid Waste	Parks Library Senior Center Fairgrounds	<u>Billings</u> Bus System Airport
<u>L & C</u> Library	<u>Dawson Co.</u> Sheriff	<u>Deer Lodge</u> Solid Waste Sewer Water	<u>Deer Lodge</u> Parks	<u>Glendive</u> Streets
<u>Yellowstone</u> Library	<u>Cutbank</u> Police	<u>Hill Co.</u> Solid Waste	Fire Prot. City Bldgs.	<u>Cutbank</u> Roads Airport
(2 overviews L & C and Yellowstone. No overviews were done for Park & Roundup)	<u>L & C Co.</u> Sheriff	<u>Bozeman</u> Solid Waste Water Sewer	<u>Bozeman</u> Fire Prot.	<u>Helena</u> Roads
	<u>Deer Lodge</u> Police	<u>Bozeman</u> Solid Waste Water Sewer	<u>Yellowstone</u> Fire Seniors Civil Def. & EMS	<u>L & C Co.</u> Airport
	<u>Hill Co.</u> Sheriff	<u>Gallatin</u> Solid Waste	Parks Fairgrounds & Sports Library	<u>Deer Lodge</u> Roads
	<u>Bozeman</u> Police	<u>Yellowstone</u> Sewer Dist. Solid Waste Water Dist.	<u>Billings</u> Animal Shelter	<u>Hill Co.</u> Airport Streets
(8 overviews)		<u>Billings</u> Solid Waste	<u>Glendive</u> Fire Prot.	<u>Callatin</u> Roads
		<u>Glendive</u> Water Sewer	<u>Dawson</u> Fairgrounds	Airports--4 Roads--7 Bus--2
		<u>Dawson Co.</u> Sewer Dist. Water	<u>Cutbank</u> Parks Fire Prot. Public Bldgs.	(7 overviews)
		<u>Cutbank</u> Water Sewer Solid Waste	(8 overviews) Civil Defense--2 Fairgrounds--3 Library--2 Seniors--2	
		(11 overviews) Sewer--7 Water--6 Solid--8	Animal Shelters--2 Parks--4 Fire Protection--6 Public Buildings--2	

INTRODUCTION TO USE OF SUMMARIES

The summaries you are about to read are abbreviated responses of local government officials or service providers gained during personal interviews in answer to a specific set of forty questions. The responses are the opinion of the respondent and any statements within quotations are direct quotes.

The general observation sections occasionally provide the interviewer's summary of the overall problems with the facility type, but for the most part interviewer opinion has been deleted from the summaries.

Where there are blanks on the summary sheets, the respondent either had no particular opinion, problem or solution.

In some cases, supplementary materials such as budgets, articles, studies and organizational charts were provided by the respondent. These materials have been transmitted to the Department of Commerce.

GENERAL OBSERVATIONS

- o The problem most common to jurisdictions was the lack of a replacement fund for facilities. The causes of this are manifold. Some jurisdictions have not raised rates for as much as 20 years. When rates are finally raised they often exceed the 12 per cent allowable raise before mandatory PSC approval is required. The PSC doesn't allow "for profit" charges that might otherwise allow establishment of replacement funds.

For non-enterprise services, replacement funds are dependent on sources of decreasing funds; often revenue sharing or the general fund.

- o Every one of the jurisdictions was at, or within 2 mills of its allowable mill levy limit. Taxable valuation had been negatively affected by the economy, legislative property tax relief bills such as the reductions in business inventory taxes, or the departure of a particular company from the jurisdictions. The level of service provision demanded did not diminish accordingly with population decline. There is a decline in taxable valuation without a counterbalancing ability to raise mill levies and inflationary cost increases, resulting in an overall real dollar decline in budgets.
- o Local jurisdictions are often dependent on consultants to plan and design facilities without the technical expertise to evaluate design parameters. The result is that many jurisdictions now own public facilities that don't meet their needs or that are difficult to maintain. Technical assistance in design review of engineered plans would greatly benefit local jurisdictions.
- o Most facility managers were aware of the hidden costs of deferred maintenance but could not specifically quantify them. Therefore, they had no justification for budget requests nor the ability to educate the voter.
- o Almost every jurisdiction had arrived at a number of innovative solutions to financing specific facilities, or cutting costs in general. A list of these could be compiled and sent to all jurisdictions. We shared them with appropriate facility providers during interviews.
- o The primary focus of county problems regarding public facilities was on the provision of urban services to suburban residents. Most growth in urban areas is outside city limits. Counties are not as well empowered by statute to deal with urban problems, though they are legally responsible to provide services. Revisions to the loopholes in the subdivision act were universally supported in urban counties. Capital improvements capabilities have not been coordinated with anticipated growth or land use planning.
- o Assessments as to whether a jurisdiction was providing appropriate services or whether another should be providing the service had been done in some locales. This kind of internal review would benefit all jurisdictions.
- o Cooperative agreements between jurisdictions for purchasing capital needs were an emerging trend. These have the potential to save labor, liability

and equipment costs. They are impeded by time limitations on, and the ability of jurisdictions to remove themselves from, interlocal agreements.

- o Overall, those interviewed expressed an appreciation for state department personnel and had positive and beneficial relationships with technical assistance programs when they knew of them.
- o Cities and counties have been reluctant to enter into formal Capital Improvements Programming funded through a set-aside of the general fund, because they would either have to reduce service levels or raise taxes--there is no cushion in the mill levy. As a result, there is little preparation for major capital expenditures or anticipation of cyclical replacement of facilities, nor has there been reinvestment in the facilities.
- o The department heads are often maintenance personnel, not trained administrators. Training in overall system management and financing is essential to correct local problems.
- o The smaller cities are reliant on varying degrees of volunteerism and keep o & m costs down through the civic activities of the citizens. The business community often donates materials for needed improvements.
- o In smaller towns, department heads as well as the city clerks "who run the city" aren't familiar with the statutes, so they aren't aware of all the available funding mechanisms or don't know how to use them. Technical assistance on the methods of setting up replacement funds would be very useful. It may be in smaller communities that staff wouldn't have the budget or replacement staff to travel to seminars, so this might have to be accomplished by financial, engineering, planning, and statutory outreach workers.
- o Many suburban special purpose districts and associations are facing environmental problems, e.g. depletion of aquifers, and have little recourse but annexation. Cities are sometimes reluctant to annex these areas because county development standards don't meet city requirements.
- o Bonded debt limitations were suspected of being a constraint to local financing capabilities. Most communities are not anywhere near their bonded debt capacity, but they view themselves as being at their practical bonded debt limit in relationship to their constituents' ability to pay. There is not widespread use of general obligation bonds in counties either. However, most of the counties interviewed were facing the need to rebuild jail facilities which will probably force them into general obligation bond issues.
- o For many jurisdictions, a regional authority would best serve the public needs, particularly for landfills and jail improvements. Local jurisdictions need the authority to set up regional tax districts and more permanent inter-local agreements.
- o Uniformly, local jurisdictions desire self-governing powers and voice the need that when the Legislature passes laws requiring new duties on the part of local governments, that it act responsibly and provide a fiscal note--a means of paying

for the service.

- o Overall, chief executives act in an extremely responsible manner toward their constituents, and are attempting to cut costs wherever possible while being responsive to public demands.

* * * * *

From: Lisa Bay, Consultant Contractor for the local government case studies ("long form" survey).

CITY OF BILLINGS OVERVIEW

Al Thelan--City Manager

6/5/84 L.B.

In 1977, Billings adopted the charter form of government to become a self-governing powers city. The city can levy 74 mills for all purposes. It amended the city charter to provide 10 additional mills specifically for transit.

In 1983, the city was levying 82.4 mills. Staff has been cut by 105 people in five years. User fee supported departments are in good shape. Those dependent on the general fund aren't doing as well. Bonded indebtedness is less than \$1 million. There is a significant \$26-28 million debt associated with special improvement districts (SID's).

The city is levying maintenance and improvement funds for parks through SID's. The operating budget for the park department is \$100,000, 13% of which comes from SID's. The city is also using storm sewer and street maintenance and construction districts. These raise \$700,000/yr to repay a revenue bond and interest for stormsewers. SID's will be used for major road replacements--with an additional \$8-10 million worth of SID's anticipated over the next two years. The equitability issue (those who use the roads are paying for them) associated with road maintenance districts was answered by making the districts widespread. There are essentially 2 districts--one for downtown and one for the rest of the city.

Capital improvements programming is by function. There are excellent programs for the airport, the MET bus and utilities tied to user fees. There is a C.I.P. for parks but no special funding source. The city is using the PAVER computer program for setting up a long-term street maintenance program. This year, the city will go to the voters to amend the charter to allow an increase in the mill levy of 8 mills, or \$800,000 for a capital improvements fund. This would be a 5 year program raising \$4 million for \$8 million worth of identified need for fire, law enforcement, parks and stormsewers.

Revenue sharing funds pay for capital programs and social programs. The decrease of 105 staff positions was aimed at lessening the city's dependence on revenue sharing for providing services.

General problems identified in providing facilities were twofold: the property tax can't keep up with inflation--"Fiscal revenue sources don't move with the economy," and the state legislature doesn't know what the cities' problems are and doesn't allow them enough control to solve their own problems. "The legislature is setting the standard for the quality of services at the local level through their actions."

Major needs identified were for better road maintenance, stormsewers, and park and recreation facilities. Regarding roads, "It will take 20 years to do what needs to be done in 5. There is a \$56 million gap in an \$80 million program." Housing for low income people was another identified need.

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tried to utilize local option taxes. In 1975 a motel head tax was levied that would have raised the equivalent of 10 mills in one year. The supreme court ruled that it was a sales tax not specifically allowed by the legislature and the tax was dropped. A local gas tax option was "clobbered" by the voters, mainly in the county, due to rising gas prices at the time.

A cable T.V. franchise brings \$105,000/year into Billings.

'System development fees,' or development hook-up fees, are being examined for buying into the city's infrastructure. (A copy of the preliminary study was provided.)

An examination was made of services that the city provided the county. A major problem is that the city and county zoning and subdivision regulations differ and the county doesn't appear to pay a proportional share of city-county planning department costs. When county subdivisions are annexed, they don't meet city standards. So the city is suggesting that they will run a separate planning department to encourage the county to get involved in their own planning effort, or pay for a joint effort.

Where one government is partisan and another isn't there is difficulty in cooperation. However, the city and county have monthly meetings and cooperation between lower staff levels is good.

The city relies on technical assistance from the highway department in street planning.

The city has prepared a bill to eliminate the sunseting of tax increment finance districts.

To increase public participation, the city targets community leaders, and utilizes committee to solve problems. "We're going to have to sell financing of these facilities to the public."

Deer Lodge Overview

John Wilson - Mayor

5/22/84 L.B. & J.B.

The mayor confirmed our observations that the provision of infrastructure in Deer Lodge has met with few major problems over the last 20 years. The recent replacement of sewage and water treatment facilities was accomplished by selling revenue bonds and raising user fees.

The repaving of old streets and paving of the remaining 10% of unpaved streets, replacement of the storm drain system, and a new fire truck were the three infrastructural needs mentioned during the interview.

The City is currently in debt \$1 million for new sewer and water facilities. The mayor believed they were at the limit for what the public would be willing to pay through user fees. They are levying the maximum 65 mills allowed by law and anticipate that they will begin to cut service levels in the future rather than raise taxes. The mayor suggested that a capital replacement fund will be established with revenue sharing monies. The City's policy has been to use revenue sharing funds for major capital expenditures rather than salaries.

In the budgeting process, the mayor asks his staff for justification of requests based on critical need and/or public health and safety standards.

The City is "run by committee" in that eight council members, plus the mayor serve on any number of the fourteen committees that oversee the management and administration of City services. Although staff discusses daily business with the mayor, they don't make major policy or budgetary decisions; the mayor and the committees do.

Our General Observations:

Overview - Bozeman
Jim Wysocki - City Manager
5/31/84 L.B.

Four crucial needs were identified by the City Manager:

Lyman Creek pipeline on storage cover	- \$761,000
A 55' ladder truck and pumper truck	- \$1,000,000
Two road extensions to bypass congested areas of the city	- \$2,000,000
A new landfill if the county doesn't take over the operation	cost unknown

The priorities were based on critical health and safety needs, and in the case of the water and landfill, or immediate health hazards. The bypasses would avoid the most congested intersection in town. The Federal highway system would pay for the improvements exclusive of curb, gutter, sidewalk and mat. These would be paid for by SID's.

The budgeting process is conducted by the city manager and finance director meeting with department heads for their budget requests. The manager reviews the requests against revenue projections and cuts where necessary.

He asks his staff for justification based on how the requested expansion, deletion, additional or reduction of a facility would affect provision of the service. He examines staffing thresholds, asks for financing alternatives and economic payback of the request.

The manager believes that Bozeman is generally in good financial shape in that it now has a small contingency fund rather than being in debt. However, the city is involved in two lawsuits that, if rendered unfavorable to the city, could eliminate the residual fund. The city is at its mill levy limit.

In the mid-1970's, Bozeman was \$900,000 in the red and so it cut staffing levels, raised taxes, curtailed all major capital expenditures and got out of debt. As the manager remarked "the voters have been lulled a bit" by the illusion that everything is paid for when replacement of equipment over the long-term has not been taken into account in the on-going budget process.

There is a good deal of "doing for yourself", of volunteerism for human programs.

The manager had many suggestions for improving public awareness of problems and addressing financial needs.

To improve public awareness, the city had a series of town meetings where citizens listed priorities for public needs. The City Commission

took the lists, compared these with staff requests, and prepared a goals list. This not only provided an exchange of information, but justification from the taxpayer for allocating money in certain ways. The manager also relies on citizen committees for the awareness process.

The manager wants to initiate a preventative maintenance program for the city's rolling stock. He estimated that it would require a \$150,000 revolving fund if you had good equipment. The program funding would be based on taking the life expectancy of the various pieces of equipment and working backwards by year for the required annual contribution. Each department would be charged for o&m, replacement and maintenance. Emergencies would come out of the individual department budget.

To establish the fund, a general obligation bond might be used. Other sources include a possible UDAG grant for which the city has applied, that is federally funded and requires that the developer pay the city back for his economic development. (There would be competition for this source to fund other economic development.)

Cable TV may come into Bozeman, providing \$25,000/year, or the equivalent of 1 mill. The manager previously held a position at Grand Junction, Colorado where a computer program was used to calculate replacement costs. He has suggested that the County purchase the software for this program and sell it to other local jurisdictions.

To improve the general financial picture, he suggested using MSU students to supplement staff, levying local option taxes, and looking for revenue sources that keep pace with inflation. The property tax base has been eroded by legislative changes e.g. business inventory taxes were decreased and commercial property assessments were eroded by 34%. Perhaps income taxes should be a source of revenue for cities.

A cash-in-lieu of property tax for large public land holdings within cities would greatly help. In 1983 40% of Bozeman's economic base was attributed to the University. The manager is interested in diversifying the economy.

OVERVIEW--CUTBANK
Joe Meagher--Mayor
6/14/84 L.B.

Leo Shaffer, Ed Snoik, Phil Cheety--Council members

About one-third of Glacier County, including Cutbank, are the only portions of the county that are not within the Blackfeet Reservation. There are 3900+ people within the town.

The mill levy is at the 65 limit allowable and has been between 64-65 mills for eight years. There is approximately \$135,000 outstanding in general obligation bonds. Last year, Cutbank received \$23,000 in revenue sharing, most of which went to capital expenditures; and \$60,000 in gas tax revenues. Two-thirds of the budget comes from property taxes. Basic industries are oil development and agriculture, both of which are currently depressed. Cutbank serves as a regional trade center for these industries and for the nearby tribal residents.

The city superintendent is currently preparing a capital improvements budget for roads, sewer, water and the landfill. The council has examined which services are appropriate for the city v.s. the county and tries to institute equitable user fees for enterprise services.

The two primary facility problems are street maintenance, due to long-term deferred maintenance, and replacement of the city jail that doesn't meet federal standards.

Less acute needs are a long-range plan to improve the sewer lagoon and purchase of maintenance equipment for the collection system. The main and storm sewers become plugged and need occasional cleaning and clearing. The town is assessing the possibility of purchasing equipment for this need through interlocal agreements with Shelby and Conrad with a lease-purchase arrangement. This will also mean that the three towns will be conducting some joint capital improvements planning.

A combined landfill operation would also include these jurisdictions and the county to reduce manpower, equipment and surrounding land use problems.

Those interviewed identified problems in the area of liability and legal costs as the most detrimental to the town. Legal fees cost the town \$23,807 in 1983. When the immunity laws for public officials were removed, legal fees rose tremendously due to concern that "officials couldn't conduct business without an attorney." Further, litigation over a suicide in the city jail has cost the city substantially in the past year, and continues to. This problem will not be solved even if there is a new jail built. It was the belief of those interviewed that the immunity laws should be reinstated and that there should be some way of paying for the burden of processing DUI cases. Further, the ability of criminals to request jury trials for the slightest infraction has cost the city more recently.

Small cities cannot anticipate or budget for prolonged jury trials. There should be a state contingency fund for these cases.

Other problems for the city have been a state audit that has cost

\$8,000. In the smaller towns it was suggested that this be accomplished through a "financial review" instead of an audit to reduce costs.

A PSC hearing on a rate increase for the sewer lagoon took 11 months and was expensive for the city as they hired a rate engineer to prepare the case.

Further, the value of the mill, the taxable valuation, has decreased since the state took over appraisals 9 years ago. The mill immediately devalued from \$3,800 to \$3,000. This process needs revision.

The city has solved many of its public service problems by volunteerism, examining the potential for shared services, and by providing appropriate services only. It no longer accepts park donations and has recently purchased a fire station jointly with the county through revenue sharing.

Cutbank built a sports complex including 5 baseball fields and an all weather running track with \$30,000, all volunteer labor and much donated materials, now valued at \$600,000. It has the largest high school gymnasium, comparable to U of M facilities. The new civic center contains four raquetball courts, a sports multi-purpose room and jacuzzis.

There is a sense of well-being overall in city government. The statement was made during the interview that "if we really need something the taxpayers will pay for it. If they won't, maybe we don't need it."

DAWSON COUNTY--OVERVIEW

Commissioners: Tubby Ziegler, Harold Skartved

Adm. Assistant: Patricia Peterson

6/7/84 J.B.

Dawson County shares with many counties the problem of declining tax base and increasing costs of providing services. Dawson has a relatively low ratio of taxable value to population. Between 1982 and 1984 the tax base was reduced from \$30 million to \$28 million. In spite of imposing a near maximum 65.25 countywide mill levy, the county is hard pressed to sustain existing quality of public services and existing condition of its capital facilities.

Dawson County contains few industrial facilities and no major mining operations. Its tax base is composed primarily of agricultural, commercial and residential properties. The recent decline in taxable value has resulted from both local economic setbacks and state legislative actions. Pullouts of drillings rigs, operational cutbacks and facility closures by Burlington Northern, by the telephone company, and outmigration of residents have reduced local property available to be taxed.

The commissioners identified roads, bridges and the need for a new jail as the county's most serious infrastructural problems.

The county is responsible for approximately 1,500 miles of roads and 20 bridges. In both instances the county imposes the maximum levies (15 and 5 mills) allowable by statute. The road budget is also supplemented by gas tax revenues and the bulk of county revenue sharing income. Still the \$600,000 road fund and \$140,000 bridge fund are inadequate to sustain current systems.

The county management philosophy for road maintenance has involved to "repair and replace what we can." The commissioners mentioned that the county road maintenance budget has benefited from 1983-1984's mild winter, but is still "\$50,000 in the red."

To cut costs, the road department has reduced its manpower and is attempting to make do with old equipment. Continued use of old equipment has already caused noticeable increases in equipment maintenance costs. The commissioners acknowledge that the long-term costs of deferred maintenance of roads will be great.

Of the county's 20 bridges, the commissioners suggest about half should be repaired or closed. Costs of bridge repairs are estimated to range from \$7,500 to \$100,000.

The county will benefit from a one-time state (pass through from federal government) bridge repair program, which provides funds to repair one county bridge. The county chose a three span bridge over the Yellowstone River.

The county jail was built at the turn of the century and does not meet federal jail standards. County voters recently rejected a \$1.95 million general obligation issue to build a new jail. Poor local economic conditions were cited as a partial reason for the negative vote.

The commissioners emphasized the burden small counties would experience

in financing a multi-million dollar jail. Though the project costs would have fallen within the range of the county's bonded debt limit, it was perceived as something the county and its taxpayers would have difficulty paying for.

Dawson County's need for a new jail and its difficulties in financing a new jail are shared by several nearby counties. Seven area counties have received a coal board grant for purposes of analyzing the feasibility of building a regional jail facility. Initially identified obstacles to such a project are the absence of authority to establish a multi-county taxing jurisdiction to finance a jail, and the weakness of Montana's existing inter-local agreement laws.

Under existing law, the most attractive jail option for Dawson County would seem to be for a wealthy county such as Richland to finance and build an oversized jail, and allow Dawson to contract for long-term jail services.

Need for more courthouse space is another county infrastructural problem. Courthouse crowding has resulted from expansion of health, welfare and court needs.

The commissioners also mentioned Holicer Lake, a high use county park, as a county resource in need of a major capital investment. The lake was filled by silt during a flood and subsequently drained. The lake needs \$150,000 in repairs to be reopened.

The fairgrounds, another high use local facility, are also in need of repair. Most critical is the grandstand, which needs \$100,000 reinvestment to avoid becoming unsafe.

The commissioners mentioned the water and sewer system needs of the unincorporated West Glendive area as another county infrastructure problem. West Glendive is a loose aggregation of individual subdivisions which has grown sufficiently to begin to require many urban services. West Glendive water has high fluoride content; its sewage lagoon has inflow and infiltration problems.

The apparent solution to the West Glendive water quality problem is construction of a \$2.4 million water treatment plant or annexation to the city. Repairs to the lagoon are estimated to cost \$380,000. Service delivery laws for counties are not designed to provide urban services. There are also diseconomies and administrative problems in coordinating service provision in an irregularly developed area.

Dawson County was critical of the inequities of the state's property tax system for local governments. Adjoining Richland County, which has only slightly larger population than Dawson, has almost 10 times the taxable value. During the recent "oil boom" in eastern Montana, Dawson experienced considerable population growth and related public service impacts. Because oil wells were located in adjoining counties, Dawson received little tax benefit. Instead of causing a financial gain for the county, the "oil boom" was a burden.

The commissioners also suggested need for re-evaluating ceilings of mill levies. "Mill levy limits were made 20 years ago" and are not responsive to increases in costs of equipment, materials and manpower. The 15 mill

ceiling on the road fund mill levy was specifically singled out as being inadequate.

The commissioners reiterated the importance of federal revenue sharing to the county budget. They also recommended that legislation allowing counties to enter into contract for purchase (lease purchase) agreements be expanded, with greater flexibility given to counties.

Gallatin County
Overview - Wilber Visser, County Commissioner
5/31/84 L.B.

Gallatin County has nearly reached its mill levy limit; it's currently levying 24.69 mills and is allowed 25 general purpose mills. Revenue sharing and Payment-In-Lieu of Tax (PILT) monies supplement the budget, used primarily for capital expenditures. "Taxes alone could not support all the services the county provides."

The four major capital facilities in need of improvement were:

1.) Law enforcement - New standards now require that juvenile and adult detention facilities be separate. The County just completed a new jail where separate detention was not provided for. Further, the security system does not meet security standards and can be tripped under a power outage so that all doors unlock and cannot be locked again without electricity. The County is suing the equipment company, the architect and the builder who installed the equipment. The system will cost \$250,000 to replace. The Commissioners needed better knowledge of the equipment and its function when planning the facility.

2.) Animal shelter - the County currently has no county supported animal shelter. The commissioners have received a petition with 700 signatures in favor of re-instating the dog control ordinance. The costs of this service are unknown at present. Both taxes and licensing of dogs are probable sources of revenue. For vicious or diseased dogs, the county impounds animals at the privately operated Humane Society shelter and pays a fee.

3.) Solid waste - The City of Bozeman has requested that the County take over a city-county landfill operation. The County will probably do this because the majority of county residents now use the city landfill. If this cooperative arrangement doesn't work out, the city would probably threaten to close off use of its landfill to county residents, resulting in an immediate and critical need for a new county landfill. Options are now being explored.

4.) Roads - The County is responsible for 900 miles of road, drainage and numerous bridges. The budget allows for about 20 miles of major road projects/year when 500 miles of road are in need of replacement or major repair due to poor initial construction and use by suburban residential growth in areas outside the city.

When budgeting, the commissioners ask their department administrators for justification of requests based upon public health and safety, age of the equipment or facility, repair occurrences, whether the county is the appropriate service provider, how much the equipment is used, and

whether the requested item can be shared with other departments. Generally, staff does a good job of justifying and providing needs.

To solve funding problems the County has successfully passed many of the front end and maintenance costs along to the developer and resident. For example, the County examined its rural special improvement districts last year and worked out a 20 year plan of what maintenance costs would be. Under the law, it determined that it could levy taxes for maintenance, so the LSID's now pay maintenance fees as well. The justification to the taxpayer was to pay a little each year to defer long-term replacement costs.

The City and County have monthly meetings to explore ways to combine services, save money and share administrative "lessons", e.g. the City and County share printing facilities, saving them both money and making it cost effective to own the equipment.

Coal tax money was found through the Department of Commerce to help fund the district courts. There are two courts for which 80% of the fund in 1983 came from coal tax revenues. The county needed \$68,000 to help pay for the courts.

Three problem areas identified were 1) that the Department of Revenue needs to tighten up its tax exempt enterprise requirements. Gallatin County has observed its tax base being eroded by enterprises such as a livestock promotional operation, a 36-bus school service (private) and a number of religious organizations.

The state, federal and local highway planning crews need to coordinate better.

Setting up replacement funds takes away from essential services. "The public isn't willing to pay unless there's a crisis."



OVERVIEW--GLENDIVA
Dick Walsh, Mayor
6/7/84 L.B.

Glendive is administered by the mayor and an eight member city council. The city is divided into 4 wards, each containing fairly equal population, and represented by 2 council members, respectively.

The city is currently at the allowable 65 mill levy limit with no bonded indebtedness. However, during the oil boom, the city experienced spillover growth from Sidney. An 80-90 acre parcel owned by the city was developed with sewer, water and roads through an SID. Only one lot sold before the oil boom declined, leaving the city with an outstanding debt of \$980,000. The interest alone costs the city \$91,000 a year (13.5%) The city has attempted to re-finance the loan at a local bank for 8-9%, but the city attorney issued a negative opinion regarding the city's ability to re-finance. A bill should be introduced to allow cities to re-finance their debts.

One of the foremost concerns in paying for public facilities is that a high proportion of the population is retired people. Therefore, the voting public is fairly conservative and the council is reluctant to encumber people on fixed incomes for higher service costs.

Other factors that have hurt Glendive recently include the consolidation of Mtn. Bell in Billings, and the departure of much of the railroad activity.

There are currently 200 homes for sale in Glendive and the price of wheatland has dropped by one-third. Assessments are dropping drastically, while demand for services remains stable. Even though many people have left, the infrastructure is in place, land use patterns are established, and the city must maintain what remains. Of every tax dollar, 75% goes to support schools.

The city clerk and department heads prepare budgets. Each department gets a monthly budget status sheet. Priorities in the city budget are based on familiarity with the services. The mayor tries to maintain a replacement schedule so deferred replacement costs don't become a crisis. Revenue sharing pays for capital expenditures. This year, Glendive received \$73,000 and had \$130,000 worth of requests for capital expenditures.

The primary needs identified are for water intake and treatment, and a new sewer lift station. The treatment plant was built in 1919 and has been remodelled twice since then. The intake on the Yellowstone is too small for adequate supply, and the treatment plant is now running at capacity. Fire flow to the hospital is inadequate. Last year, citizens were requested to voluntarily conserve so that the municipal tanks could be refilled.

The topography is hilly, requiring lift stations for sewage disposal. The area around Dawson Community College has grown, as well as the college itself. One lift station runs 24 hours a day and occasionally shuts off, causing sewage to flow into a stream. A new lift station and enlargement of the sewer main have been recommended in a consultant study paid for by coal board monies.

The city also runs its own ambulance service. Collecting for this

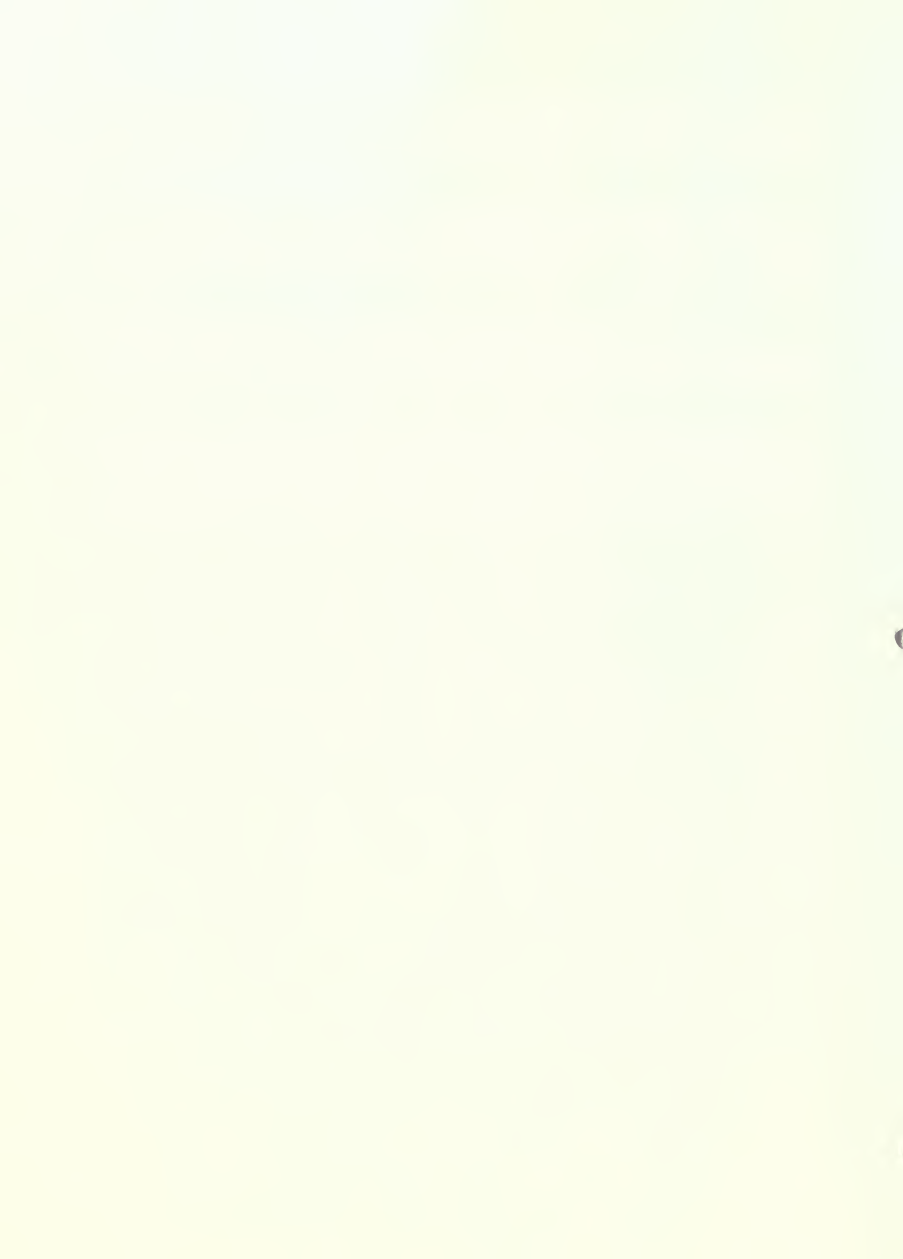


service is extremely difficult, especially since the city serves an area encompassing a 20 mile radius--often picking up accident victims who are just passing through. The county has been requested to help pay for this service.

General problems identified were that the 65 mill levy limit is too restrictive with declining assessments. The oil and coal severance taxes are serving as a disincentive to attracting mineral developers to Montana. Further, the PSC doesn't allow the city to charge for a profit fund for replacement.

The city is solving some capital problems by refusing to accept new parks due to maintenance costs, buying used vehicles and rehauling them, not painting city owned vehicles orange, and utilizing an inventory committee (of the council) to review all capital requests.

The city clerk identified technical assistance needs. Training could be provided through the clerk's association on how to write grants and identify available sources and resources for grants and help with preparing them. She also felt small cities could benefit from a summary of the new laws affecting city government after each legislative session.



OVERVIEW--HILL COUNTY

Toni Hagener, County Commissioner

5/28/84 J.B.

Hill County is having difficulty sustaining even current quality of county capital systems. The county has a comparatively low taxable value relative to its population. Furthermore, county tax base has recently been declining, while costs of maintaining and improving capital systems and administering county services continues to increase.

Local economic conditions are cited as cause for possible bond default problems on county backed Industrial Revenue Bonds. The county backed IRB issues for two separate commercial projects which are delinquent on bond payments. County backed IRB's become a general obligation of the county upon default.

Declines in county taxable value resulted from capping of local natural gas wells, operational closures by BN, and other local economic setbacks. Also contributing to reduced taxable value have been legislative actions reducing automotive, business inventory and livestock taxes. Locally poor economic conditions have also contributed to a higher than normal tax delinquency rate.

While the legislature has reduced ability of counties to finance services, it has at the same time contributed to increasing county responsibilities for providing services and increasing requirements for the quality of services delivered. "The legislature frequently ignores the statutes requiring it to provide funding mechanisms for any new responsibilities it imposes on local government."

"Counties have become the dumping ground for every facet of government." The costs of state and federal government mandated programs and programs which the county must sponsor as the provider of last resort, are a major drain on general funds. Local expenditures for social, welfare, health, and district court services, reduce general fund monies available for capital system improvements and other county needs. Hill County has recently begun to feel the effects of cutbacks in federal human service programs, such as Medicaid, for Indian health, and transient services.

Commissioner Hagener cited the county's federal revenue sharing income as being "essential" to county finances. A cutback in revenue sharing programs could not be offset by higher taxes. (Both because of statutory mill levy limits, and because of currently poor local economic conditions.)

Commissioner Hagener identifies the county's road and bridge systems as the county's most serious capital systems problems. The county contains 3,200 miles of county roads (most in state), as a result of the original 1912 county road grid. The county's \$1.1 million road budget includes revenues from a 15 mill property tax levy, county gas tax revenues (which was recently increased) and the bulk of county revenue sharing income. Still, Commissioner Hagener reports the 15 mills and other road budget monies "simply aren't adequate." County road supervisor estimates the county would need to levy an additional five mills (\$175,000) to adequately maintain existing roads.

Situation for maintenance of the county's 75 bridges is very similar. The county levies the maximum of five mills for bridges, but needs to levy at least one additional mill (\$35,000), to adequately maintain the bridge system.

The need to upgrade the existing county jail, or build a new jail, is another major capital system problem confronting the county. The current jail was built in the 1910's and does not meet federal standards.

The county, which is critical of the "continually changing" jail standards, has not decided what course of action to take to address its jail problem. It is not likely the existing jail can be retrofitted to meet jail standards. A new jail, meeting standards, would likely cost \$2 to \$3 million. Though the county has sufficient unused general obligation debt to finance the project, it is questionable whether voters would approve such a project during current economic conditions.

Expansion of human service programs (social, health, and welfare) in particular, has contributed to crowding throughout the county courthouse. The county has reduced this problem by purchasing a nearby building to relocate county welfare services.

The courthouse also needs building renovations, especially the implementation of energy conservation measures. In 1983-84, the county spent \$29,000 just for heating the building. The county is attempting piecemeal implementation of a conservation plan with the limited funds it has available. Fairground buildings and the county museum were also identified as needing structural improvements.

Some water and sewer districts have also had difficulty meeting their bond obligations. Due dates of district revenue bond payments often precede receipt of assessment payments by county. This problem is made worse by increasing tax delinquencies.

Districts rarely have been in the position of having to finance emergency improvements for its rural water and sewer districts.

Hill County does little long-range planning for capital systems. The county commission attempts to maintain a "pay as you go" approach to capital improvements. This is reflected in the county's very small level of bonded debt (\$130,000). The county departments typically do not maintain reserve funds for emergencies or long-term capital system repair and replacement. The exception to this is the airport board.

Each year, individual department heads submit budgets to commission for approval. Budget requests for capital improvements are accompanied by justifications for the requested expenditure. Commissioner budgeting priorities are determined by monies available, and their perceptions of need and urgency of the capital request.

Volunteerism and contributions from private citizens' groups have assisted Hill County in development of capital facilities for educational, cultural and recreational activities. Service clubs are currently attempting to raise funds for renovation of the new city-county library building and construction of an exhibition building-barn building at the county fairgrounds.

Commissioner Hagener singled out the statutory requirement that counties publish their monthly claims in the local newspaper as a "tremendous waste of money." She was also critical of additional district court responsibilities and human services responsibilities forced on county by state and federal governments. For example, the state legislature recently assigned the counties responsibility for paying juror and witness fees.

The commissioner supported greater flexibility for counties in the reallocation of budgeted monies. She favored establishment of procedures for easier transfer of funds from one line item to another within a budget category. Current rigid budget system is not responsive to changing conditions throughout the fiscal year.

Overview Questionnaire
Lewis and Clark County
Bob Decker - County Commissioner
4/15/84 S.A. & L.B.

The tone of this interview was more philosophical than technical out of necessity. The Commissioner did not believe that any of the facility types in the County were in a crisis state, nor that any of them "needed" more than their budgets would provide.

The basic premise for this opinion was that there is no agreed upon definition of need beyond State or federal standards. The stakeholders (facility manager) are lobbying for their own service, and ultimately for their own position as a provider so their definition of need is biased. Without some more quantifiable definitions of need for the individual services, the process of determining needs becomes subjective and political. He asks his administrators for quantitative proof of the need requested and seldom receives it.

In prioritizing budget requests, the Commissioner considers public health and safety, expressed public opinion, economic payback analysis, efficiency of the improvement, availability of funds and whether the County is the appropriate body to provide the facility.

The County does have a CIP and program. It is funded primarily through payment-in-lieu-of-tax monies from the federal government lands.

As solutions to the constraints mentioned above, Mr. Decker suggested that applied democracy is one way of determining need, e.g. when there is truly a crisis people will be willing to pay to correct the problem.

The State could offer to define measurements of need (as with CDBG process) and could train administrators how to measure and ascertain their needs quantifiably. It was recognized that the political system would enter into any budget process, however. It would also be useful for the State to train administrators on standards and legal requirements.

The State and federal government should not fund as much, but rather turn many of the programs (especially human service programs) back to local tax collection and administration. Good local citizen committees, media coverage of the problems, local control, and ordinance could solve service provision problems.

SUPERIOR--OVERVIEW

Earl Anderson

6/20/84 L.B.

Superior is currently levying 75 or 80 mills. Since the legislature has allowed for budgeting 105% of the previous year's budget, Superior has levied this increase (5%) over the last 4 years. The tax base has decreased in the last few years due to the departure of the railroad and the economy in general.

A general obligation bond was issued in 1968 to pay for the sewer lagoons. The debt was to be retired over a 20 year term, so the bonds are almost paid for. The system is technically administered by a sewer district, funded by user fees, not taxes. The town council acts as the "board" for the district, providing administrative services and setting rates. Appropriate administrative and maintenance costs are charged to the district.

The town has traditionally held revenue sharing monies aside for matching grant funds and capital improvements. It is apprehensive about relying on revenue sharing due to possible cutbacks.

Community Development Block Grants and DFWP grants have supplemented the capital improvements budget. CDBG funds allowed the establishment of a housing rehabilitation loan program, while DFWP grants allowed for park improvements and a tree planting program. The town retains a consulting planner who has been extremely successful in bringing grant monies into the community.

The town council essentially administers individual departments or services. For instance, there is a council member in charge of the dog pound, the streets, the police service, respectively. The individual council members prepare budgets with the town clerk based on previous years' spending and public input. These budgets are submitted to the mayor and full council for revision and final approval.

Superior has established a formal Capital Improvements Program. So far this has allowed for accomplishment of 2 or 3 projects that could not have been funded and has established replacement funds for other facilities. A committee of the full council recommends 5 priority items each year, involving input from 6 community leaders. The CIP is funded by any money that is unspent in the previous year's budget. Any project costing over \$5000 can be paid for from the CIP fund.

Purchase of the town's water system from a private company, Park Water Co. in California, is desired. Montana Power Company used to own the water system and recently sold it to the California firm. Although the rates are reasonable now, the town would rather control the system for fear of having poor relationships with subsequent companies, or rate increases. It isn't clear whether the jurisdiction can force the company to sell, so it is waiting for the outcome of a condemnation suit that Missoula brought against Mt. Power Company to purchase its system. (If decided in favor of Missoula, Superior might 'follow suit.')

One fifth of the town's sewer system is cleaned each year with city owned equipment. The collection system has been T.V.'d so the exact location

of the two problem areas is known. This will be the second year that money will be placed in a reserve fund for the deteriorated mains so that when they do fail, money for replacement will be available.

The town has had two PSC rate hearings in recent years. The planning consultant prepared all materials for the hearings. These were a problem only in that they cost a substantial sum.

Police protection is provided by a cooperative agreement with the county. Since Superior is the county seat, the jail and courthouse are located here. The town pays the county \$25,000/year for patrol and additional fees for inmate care. Costs for the contracted service have risen drastically over the past few years, so there is contemplation of a separate police department in the future.

Road maintenance is one of the major concerns, due to the lack of heavy equipment. According to the mayor, the county road department is one of the few in the state that is funded almost exclusively by logging receipts and so is well below its road mill levy. Therefore, the county has good equipment and manpower that the town would like to contract for its own maintenance. Gas tax revenues have nearly doubled for the town, which may serve as an inducement for the county to participate in a cooperative agreement. There is already an agreement with the county to participate in the maintenance of the only east-west thoroughfare that serves the county hospital. This includes snow removal, sanding and paving.

The improvement of this street (storm drains, curb & gutter and permanent base) is a priority capital outlay project. Formation of an SID would not be popular so the mayor is considering approaching the county for financial cooperation and will also consider formation of a maintenance district.

The swimming pool needs to be analyzed by an engineer to determine its current life and replacement cost, since very little maintenance has been conducted on the pool and problems are now arising. The town would like to set up a replacement fund based on the engineering analysis. One tennis court is also heavily used and either needs replacement, or there needs to be addition of one court.

Paybacks received from the CDBG housing rehabilitation loan program have been placed in a fund that the town would like to use for other capital improvements over the long term. The mayor's perception was that the CDBG program requires that there be short-term reinvestment of housing loan funds when in actuality it would benefit the town to be able to invest the funds, accrue interest on them and use them for larger long-term projects.

The other request was for technical assistance in setting up replacement funds. What are the restrictions and opportunities?

YELLOWSTONE COUNTY OVERVIEW

Jim Straw, Dwight McKay, Dave Gorton--County Commissioners
6/4/84 L.B.

Yellowstone County's problems with facility provision are directly related to the fact that it is a "predominantly urban county without a city's powers to deal with the demand for services."

The county is allowed to levy 25 general fund mills and is currently at 23 mills. The district court is at its mill limit and the road department will be in the near future. The county is in good shape in terms of bonded debt--it is allowed \$22 million and has only \$1.5 million outstanding on the METRA. A new jail would increase this another \$7 million, but in the primary election the bond issue failed due to lack of the required 40% voter turnout.

The county receives little PILT monies. Revenue sharing has traditionally paid for capital expenditures. However, over the past two years, one-half of revenue sharing money has gone to supplement the general fund. Revenue sharing amounted to \$850,000, or the equivalent of about 5 mills.

Until about two years ago, taxable valuation rose at a higher rate than the budget. Since then, the legislature has cut the business inventory tax, the livestock head tax, and the county continues to have a growth rate of 11%. Also, Burlington Northern's departure has reduced property tax and put more strain on the county roads.

The most urgent facility needs included a new county jail, courthouse space for another district judge, juvenile detention facilities, roads and bridges and parking at the fairgrounds for the METRA.

The jail needs are estimated at 100 beds while only 62 are available. Twenty to thirty prisoners per month are released due to lack of space. Federal court has ordered that corrections be made and lawsuits are threatened if the present operation continues. Yellowstone County has been required to provide another district court judge for whom there is no courthouse space. Due to a change in standards, separate juvenile detention facilities are required. A twenty bed unit is needed estimated to cost \$3-400,000. However, the county is examining the possibility of a four bed short-term detention facility, then transferring offenders to state schools.

Road and bridge needs relate to growth and the BN pullout. Growth has caused the need for major repair of bridges and new bridges across the Yellowstone in or near Billings. Roads are receiving more use due to growth and heavier truck traffic from less rail service.

The METRA parking lot was never paved. When there is a storm, the drainage is poor, and the lot muddy. Because there is no way to mark spaces, parking area is wasted.

In order to address these and other problems, the county has hired a finance director this year. One commissioner attributed the financial woes partially to a lack of training in financial management and partially to poor policy on the part of the county in addressing budgeting and accounting e.g. Yellowstone is the most populated county and the last county to go to a computerized accounting system this year. This will allow the commissioners to prepare performance based budgets for the first time.

There is no overall capital improvements plan, although there is a junked vehicles fund and a replacement fund for the fairgrounds.

General comments on problems and solutions follows.

Urban growth within the county's jurisdiction is difficult to accommodate because the county can't impose SID's as a city can. Perhaps it would be better to take powers away from counties rather than giving them more so that people realize they won't get urban services unless they live in town. The county has adopted a resolution to strengthen the subdivision act that only allows one parcel to be split by an individual under any of the exemptions to the act. Since so many of the problems are related to city services, the city and county are sometimes forced into a situation of waiting to see "who will jeopardize their levy" to provide the service.

The commissioners recognize a strong need for technical assistance from DHEC in subdivision review, approval and inspection. "Quit the cutbacks in that department." Get rid of the exemptions to the subdivision law and provide assistance to the counties for planning.

Jail standards impose requirements on counties with no fiscal note attached. State prisoners are required to be held in county jails and this is unfair without state cost-share.

The welfare system is imposed on the county, and the county has no control over the system. Yellowstone doesn't levy enough to qualify for the state program (12 mills), and many people end up here looking for jobs when none are available. There is a need for state assumption of welfare and district court costs. "if there isn't a way to pay for it, don't pass the law." e.g. the new DUI laws will increase local court and jail costs.

When portions of the tax base are eroded by the legislature, e.g. removal of the inventory tax, there is no replacement provided. Therefore, the burden on the residential taxpayer is greater.

Under legal changes, the county would like to have the ability to transfer funds within and between departments. Fiscal years should be the same for state and federal governments. A statewide impact tax on alcohol ought to come back to local governments to fund jails.

Currently, counties are required to publish all proceedings and payments in the newspaper. Further, the law says that no county can expend more than \$150,000 of general funds without going to the voters. In some cases this doesn't even buy a piece of equipment. Both of these laws should be changed.

JURISDICTION: Lewis & Clark

FACILITY: Law Enforcement

TITLE/PERSON INTERVIEWED: Chuck O'Reilly, County Sheriff

DATE: 5/17/84

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** County.

The City and County will eventually share the administration facility/jail, but the building will be owned and administered by the County.

2. **Description of Facility:** Existing facility: Fire truck garage, evidence building, administration building, jail, vehicles, emergency communications equipment. The new facility will have upgraded facilities of all of the above, except a county fire truck storage garage. That has not been provided for though the old one will be lost when the move takes place. The new law enforcement complex will cost \$4 million and be completed in September 1984.

Was not sure of the total O&M or capital budget each year since the building is administered by the County not the sheriff. However, the Department has been allocated \$85,000 for vehicles only.

3. **Problems:** 30% crime rate increase, 30% increase actual reported crime and 30+ decrease in crimes solved, 50% 1981 decrease in recovered property.

Not adequate budget for smaller capital expenditures for office equipment. The desks, typewriters, chairs and other office equipment is falling apart. The County has not allocated for replacement of this equipment.

A. **Causes for replacement of the Administration Building:** Liability problem, court ordered rebuilding, suicides, overcrowding. Failure to meet standards, building codes, fire codes.

The above are reasons for replacement of the jail/administration facility. The office equipment is deteriorated because it hasn't been replaced since the 1960's.

B. **How well needs are being met:** The new facility has: 20 years minimum--50 years maximum life design. It was

designed with expansion in mind. Under current laws, should be adequate. However, "life" of the facility depends on population, Supreme Court decisions, crime rates, and standards.

- C. Consequences of not meeting needs: If the new facility had not been built: Liability, shut down the facility. Would have had to farm out prisoners to Gallitan County. Economic loss would have been enormous.

4. Constraints to solutions: To build the new facility:

- A. Planning: Started a citizens planning committee. Paid for by the City/County general fund/PILT funds, revenue sharing. Took 5 years to plan and affect. Planned for long-term, staffed with minimum of people--staffing is a major factor in planning. No CIP for the new facility though the County has a 5 year plan. Sized new jail based on a combination of standards. Followed Supreme Court decisions daily. Architect instrumental in planning process, planning committee.

Solutions: Let people see--conducted tours of the facility and lunches in the cells. Showed poor employee working conditions. Public education campaign. Community participation in the campaign was essential to pass the revenue bond.

- B. Financing: Revenue bond for the facility. (Other capital expenditures are funded by the County general fund.) The County will administer the building and charge the City rent. Federal funded communication equipment, portion of storage, \$110,000+. Could have requested legislative purchase and lease back purchase, or private construction and rental buy back, G.O., lease purchase. Other financing mechanisms were cumbersome, or limited the County's borrowing capability for other purposes.

Solutions:

- C. Legal: Lack of standards for facilities (set standards). Differences between County and City financing mechanisms. Too much regulation of financing mechanisms by the State.

District Courts - The County is required to pay for District Courts. The County must fund with no funding source.

Solutions: State legislation for consistent standards for jail design. Provide a funding mechanism for the District Courts.

- D. Operation and Maintenance: County operates facility. The sheriff maintains the facility. Records are kept

on all expenditures. The system works well, as it provides checks and balances.

Solutions: No constraints identified.

- E. Public perceptions: Once education was performed, great public support. Paid for revenue bond. Willing to support once they knew the problems. The Department feels that they have a good rapport with the public.

Solutions: No constraints identified, however, a public education campaign appeared to be essential in passing the revenue bond.

- F. Decision-making processes: Established a citizen's committee, drew up plans, went to the County Commissioners. The City, County and State were involved due to: fire, health, parking, zoning, health standards for the kitchen and shower facilities and building codes.

Solutions: "Have a citizen as chairman of the planning committee for the new facility to keep the elected officials' bias out of the planning process." Keep the committee going until occupancy of the new building since so many decisions must be made after the planning of the facility is complete.

General Observations:

RFP's for architects - "Tie-in with National architectural firm that specifically designs jails." Saved money and liability problems. Require that the architect be a national jail designer.

Extremely important to know about liability. Governing body must support the new facility.

Political process is the biggest impediment to decision-making. Need a person that facilitates, or a planning committee to mediate between the service provider and the elected officials.

The sheriff has difficulty in getting "adequate" staffing for his department, so his on-going relationship with the County Commissioners is sometimes stormy. Personalities and philosophy enter into the definition of "need."

that included offices for courts, judges and staff. Have conducted a jail study.

Solutions: If the county paid a commensurate share of the law enforcement services, this would be a benefit to the taxpayer overall.

- B. Financing: General Fund: licensing fee, traffic fines, revenue sharing. Contract with the jail for prisoners--\$10/day. No replacement for major items but each year replace one police car.

Solutions:

- C. Legal: MT law requires levels of training that can only be acquired through special schools, eg. a polygraph training course for use of equipment. This costs the department money even though these training needs are essential, can't pay for them.

Jail doesn't meet fire standards. State has given time period for compliance.

Solutions: Need to make legal standards for training of sheriffs. Change sheriff from elected to appointed position.

- D. Operation and Maintenance: City shops do maintenance and keep records. Glendive doesn't have a large population but has a large land area, so cars accumulate lots of mileage. 80-100 per shift at 3 shifts a day.

Solutions: City council has asked for a cutback of patrol but this could cause greater criminal activity and ultimately cost more.

- E. Public perceptions: Good public support.

Solutions: High visibility, and clearance rates contribute to good public support e.g. burglaries are 80-90% cleared.

- F. Decision-making processes: Inventory equipment with staff to prepare budget. Mayor and council ultimately approve this.

Solutions:

General Observations:

Training is a major perceived need. Cutbacks in funds are to the point that officers are paying their own way to training schools.

JURISDICTION: Yellowstone County

FACILITY: Law Enforcement

TITLE/PERSON INTERVIEWED: Mike Schafer--County Sheriff

DATE: 6/5/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: An elected sheriff is chief administrator of county law enforcement. County commission approves budget of sheriff's dept.

2. Description of Facility: Major capital facility is the county jail. Other lesser capital facilities include patrol cars, radios, and office equipment.

Total sheriff's dept budget is \$2.9 million, of which \$780,000 is devoted to operation and maintenance of jail (incl. personnel). Jail is operated at total county expense.

3. Problems: Jail does not meet federal standards because of crowding, absence of outdoor area, limited library, and absence of indoor space for recreation and programs. Crowding is most serious problem.

A. Causes: Current jail is old and was not designed to comply with federal standards. Problems have been exacerbated by population growth and laws, such as mandatory sentencing for DUI, which increase demand for jail facilities.

B. How well needs are being met: Needs are not being met. Federal Court order limits jail to 62 prisoners. County has need for 100 prisoner jail.

C. Consequences of not meeting needs: County is forced only to jail felons, and must release prisoners before court sentences are completed to make room for persons committing more serious offences.

Failure to provide adequate jail facilities may subject county to lawsuits by inmates.

4. Constraints to solutions:

A. Planning: Sheriff staff and co. commission involved in extensive planning process, though no money was specifically budgeted for planning. County received free technical assistance from National Institute of Correction. County and city agreed to build city/county jail with capacity of 140 persons. Coal board agreed to participate if 10 beds would be available for coal impact counties. The additional 30 prisoner capacity is to account for projected county growth. General cost estimate (\$1 million) and preliminary designs for facility completed by local architect under

contingency basis. The proposed facility is projected to have a useful life of 50 years.

- B. Financing: Sheriff's dept. operations are financed by local property taxes. Current budget does not provide a replacement fund for major facilities. However, the complete vehicle fleet is replaced each year, and is treated annually as a line item in budget.

Financing of the proposed \$10 million jail is to be accomplished through sale of \$7.2 million in general obligation bonds, \$2.1 million from coal board, with the remainder accruing from interest on dept. revenues.

Majority of voters in the primary election supported G.O. bond for jail, but there was insufficient voter turnout to comply with statutory requirements. The \$7.2 million bond issue would still leave Yellowstone County with substantial (\$15-20 million) in unused bonded debt capacity.

Solutions:

- C. Legal: Potential legal liability for failure to provide jail facilities meeting federal standards is strongest factor motivating decision to build new jail.

State mandatory sentencing for DUI is unenforcable because of lack of jail space. Other local sentences are shortened or not served.

Solutions:

- D. Operation and Maintenance: Operation of new jail will require approximate doubling of current jail staffing. This will require increases in sheriff's dept budget.

Solutions:

- E. Public perceptions: Sheriff feels public recognizes need for new jail. This recognition of need for new jail must be reflected in voter support for general obligation bond in November general election, if new jail is to be built. A small majority of voters did support jail in low turnout June primary election.

Solutions: Co. Commission office and sheriff's dept. have promoted G.O. bond issue to voters by providing the public with information about the project, i.e. public presentations.

- F. Decision-making processes: The co. commission, though initially reluctant, and sheriff's dept. have been involved in new jail project from start of planning process. Commission has demonstrated support for new jail in its approval of G.O. bond issue for ballot, and its subsequent actions promoting voter support for the issue.

Solutions:

General Observations:

Given Yellowstone Co.'s large tax base and small level of current general bond obligation debt, the co. can afford to finance new jail. Voter approval of the general obligation bond issue is the major obstacle to construction of the new facility. Co. is concerned that delay in approval of the bond issue will cause the county to pay higher interest rates.

Coal Board participation in new jail will help coal impact counties to meet jail adequacy standards, without constructing new jails themselves.

Sheriff's dept. has considered joint purchasing patrol cars with State Highway Patrol. However, Yellowstone Co. requires lower performance capabilities than SHP. A joint purchase arrangement might work better for a group of local governments, where needs are more parallel.

JURISDICTION: Bozeman

FACILITY: Law Enforcement

TITLE/PERSON INTERVIEWED: Don Berrick - Assistant City
Manager, Director of public safety.
George Tate - Police Chief

DATE: 6/1/84 L.B.

SUMMARY SHEET

Stakeholders

1. Type of Administration: City wide service - Part of the Department of public safety.
2. Description of Facility: Administration building is shared with fire protection officers. The city contracts with the County for jail facilities, there is no payment for jail facilities. City runs animal control officer out of police station, who shares dispatch service.

Vehicles: 5 patrol
2 detective cars
1 animal control
1 motorcycle
1 unmarked vehicle

Annual budget - \$98,250

No capital budget separately. Comes out of CIP of the city.

3. Problems: The building is too small. Need file storage, interrogation and office space. Built 20 years ago. Moved detectives into a former storage room. Have enough vehicles but they are too old, need cycle for parking attendant. Based on age, occurrence of repair. (Life estimated at 80,000 miles start losing money). Vehicles at 100-120,000 miles now. (new vehicles are \$11-14,000).

2 years ago went to a high ban radio equipment but have no emergency or back-up equipment if electricity goes out. Went to high ban system because there was a "skip problem" where voices came in from Mexico, Arizona. Compatible with other county systems.

- A. Causes: Growth in population. Building not planned for expansion. Cars are old, high mileage, high repair occurrence.
- B. How well needs are being met: Not deterring drug-related crime because it takes too much manpower. (There is no contribution

for police protection from MSU). The physical facilities can be lived with but the staffing level impedes the provision of service.

- C. Consequences of not meeting needs: Reduced level of service. More crimes go unsolved.

4. Constraints to solutions

- A. Planning: Capital planning anticipates costs/replacement for 5 years, justified by maintenance records, repairs, mileage.

Solutions: No constraints identified except for lack of replacement fund for major expenditures such as vehicles.

- B. Financing: CIP funded by revenue sharing and the general fund. No replacement funds for specific department. Anticipate capital expense for 5 years. Funded solely by general fund; taxes, traffic fines. Have considered a carport to reduce maintenance of vehicles, built by MSU students for free, but can't get money and the union would object to free labor.

Solutions: Cash in-lieu of taxes would really help locals with large public land in-holdings. Obligated by law to protect all citizens but University doesn't pay anything.

- C. Legal: Would like to see the limits raised from \$10,000 to \$25,000 (as was done with the County) for letting contract bids. Cumbersome for the city to advertise, review. Causes time and delays.

Solutions: Change laws for cities.

- D. Operation and Maintenance: During high debt period of the 1970's, the city bought no vehicles so they are all old at once. City shops maintain vehicles and contract some repairs. Department keeps repair and maintenance records.

Solutions: No constraints identified.

- E. Public perceptions: Good relationship with the public. Traffic, drugs and disturbances are higher because of MSU. "11,000 people from all walks of life dumped into the city."

Solutions: No constraints in public perception identified.

- F. Decision-making processes: The director and the manager draft the budget - goes to Commission. As the commission changes, support for the department increases or declines depending on the political orientation of the commission.

General Observations

In the mid-1970's the city was \$900,000 in debt. Went to the voters and raised taxes and cut staff from non-revenue generating debts. Like fire, police and other essential services. City is in the black again. But, for five years it didn't buy any capital equipment. So, though the City looks like its in good financial shape, it has deferred major capital costs that will become critical in the near future.

Very conservative voting public. Are not willing to pay for large expenditures. Many absentee-owners in town, retire out of town.

University is resented by taxpayers. Why should they pay for the other 11,000?

The main problems associated with this service are staffing level problems, not physical facilities.

The City Manager position has turned over 3 times in five years. Staff provides the continuity between the managers.

JURISDICTION: Hill County

FACILITY: Law Enforcemnet

TITLE/PERSON INTERVIEWED: Howard Taylor--Sheriff, Tim Solomon--Deputy

SUMMARY SHEET

Stakeholders

1. Type of Administration: An elected sheriff serves as chief administrator of county enforcement. County commission establishes budget for sheriff's dept.

2. Description of Facility: The sheriff's department's major capital facility is the jail, which is located in co. court house. Dept. capital equipment includes patrol cars (3 marked, 2 unmarked), search and rescue vehicles, radios and office equipment.

In 1983, county spent \$65,000 to improve jail heating, plumbing and ventilation systems.

Annual sheriff's dept. budget is \$300,000.

City of Havre, which operates its own jail, uses county jail when space is available.

3. Problems: Jail does not meet federal standards. Jail suffers from crowding, and does not provide inside or outside activity areas.

A. Causes: Jail was constructed in 1910's. Problems result from age and upgrading of standards for jail facilities.

B. How well needs are being met: Since jail does not meet current standards, needs are not being met.

C. Consequences of not meeting needs: Use of substandard jail may violate personal rights of prisoners, and subject county to legal liability.

Sheriff observes, "Even if we built new jail to standards, tomorrow they'd change and we could be sued."

4. Constraints to solutions:

A. Planning: Planning for upgrading jail facilities still in early phase. Sheriff dept. and county are still defining jail needs. Sheriff observes difficulty in defining needs because of lack of clarity and stability in federal jail standards. Sheriff considering expanding jail facility into portion of county courthouse vacated by movement of some county offices. This could solve need for more indoor, but not outdoor space.

Solutions: Sheriff supports idea of state adopting or at least clarifying standards for jails.

B. Financing: Sheriff's dept. operation is financed through county general

tax revenues. County philosophy for capital improvements is to "pay as you go." Co. budgeted \$65,000 for jail improvements in single budget year. Co. also replaces one of its three patrol cars each year, as regular budget item.

County planning for jail improvements has not advanced far enough for it to develop financing strategy for improvements. If a new jail is constructed the county is likely to have to incur long-term bonded debt.

Solutions: Sheriff would like state financial assistance to be made available to local sheriff's departments to purchase equipment, similar to discontinued federal LEAA program.

C. Legal:

Solutions:

D. Operation and Maintenance: Sheriff's dept. is required to increase staffing at jail to comply with jail standards. Dept. is already short staffed, and requirement forces transfer of staff member to the jail, compounding the problem.

Energy costs for courthouse operation have increased due to increased energy rates. Co. annual heating bill \$29,000 for building, which includes jail facility.

Solutions: Co. is selectively implementing energy conservation plan for courthouse, as money is available. Plan was developed with assistance of DNRC energy conservation program for local governments.

E. Public perceptions: Public has limited knowledge of county's predicament with jail facility. Sheriff not sure whether or not county voters would support bond election for new jail. Bond election would have difficulty being approved during currently poor economic conditions in Hill County.

Solutions:

F. Decision-making processes: Co. commission will decide how vacated space in courthouse will be used in future, and will need to be actively involved in planning for and financing of jail facility if it's decided a new facility must be built.

Solutions:

General Observations:

Sheriff highly critical of lack of clarity in jail standards. Difficult to plan for future, because jail standards will change. Sheriff supports idea of state clarifying standards.

Co. freed up space in courthouse by purchasing nearby building to house welfare services. Sheriff would like to expand jail facilities into this vacated area, but other county departments also have need for additional space. Co. needs to decide whether use for jail facility is best use

of the space, and whether use of space by jail would adequately address jail improvement needs. County could benefit from technical help in assessing jail needs.

Apparently there has been no discussions with other cities and counties in the region over construction of a multi-county jail facility.

JURISDICTION: Dawson County

FACILITY: Law Enforcement

TITLE/PERSON INTERVIEWED: Sheriff Howard C. Hodous, Commissioners
T. Ziegler and H. Skartved

DATE 6/7/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Law enforcement is a countywide service provided directly by county sheriff's department. Sheriff is elected, budget is approved by county commission.

2. Description of Facility: Capital facilities and services include office space in county court house, a 9-cell, 36-bed jail, police cars, and communication equipment. Jail is over 80 years old.

The Glendive and Dawson County proposed to build a new \$1.9 million jail, but voters did not approve bonds in local election.

Six area counties are now investigating possibility of jointly building regional jail facility.

3. Problems: "Jail fails to meet all federal standards." Jail suffers from crowding, lack of indoor and outdoor areas, ventilation, heating, plumbing problems.

A. Causes: Jail is turn-of-the-century and is obsolete. Implementation of federal standards heightened awareness of problem.

B. How well needs are being met: Jail is not meeting needs, as it is in violation of federal standards.

C. Consequences of not meeting needs: Current conditions cause discomfort for inmates. More importantly, county may be sued for violation of inmate rights, ie. jail conditions are cruel and unusual punishment.

4. Constraints to solutions:

A. Planning: Renovation of existing jail is not practical. County appointed local committees to identify needs and evaluate alternatives for building new jail. Architect prepared preliminary plans and cost estimates. However, bond election failed. Another election has not, to date, been organized.

Six counties examining regional jail received a grant from Montana Coal Board to study feasibility and appropriate location of a regional jail. This study is in its early stages.

Solutions:

- B. Financing: Annual budget for Sheriff's Dept. is \$240,000, majority of budget is for salaries and operation and maintenance of equipment. Department has no earmarked replacement fund for major capital equipment and facilities. Replacement of patrol cars and other high cost equipment are budgeted for year-to-year, depending on condition of existing equipment.

The county intended to pay for new jail with general obligation bonds, but bond election was unsuccessful. The county has approximately \$0.6 million in current bonded debt, and a debt ceiling of \$3.0 million. If the jail bond election had been successful, Dawson would have been at 80% of its debt capacity.

Construction of a regional jail is impaired by lack of authority to create multi-county taxing jurisdiction for financing a regional jail. Lack of long-term interlocal agreement authority also a problem in establishing a multi-county facility.

Solutions: "Richland County is the only county in the region with sufficient tax base to finance regional jail." Other counties would contract with Richland County for jail services.

- C. Legal: Interlocal agreement law does not allow for binding long-term contracts for use of capital facilities. A long-term agreement for jail services would aid financing of jail.

Solutions:

- D. Operation and Maintenance:

Solutions:

- E. Public perceptions: A minority portion of public recognizes need for replacing existing jail. Further, "reluctance on part of some voters to build a Holiday Inn for law breakers."

Solutions:

- F. Decision-making processes: Commissioners have taken necessary steps and have publicly supported building of new jail.

Solutions:

General Observations:

Dawson County has small taxable value (\$28 million) relative to its population (12,000). County economy has been depressed due to agriculture conditions, rail and telephone company layoffs and transfers. Voters defeated \$1.9 million bond election for new jail in part because of poor economic conditions and desire to avoid higher taxes. "Had economic conditions been better, bond issue might have passed."

Several other counties in region in similar situation as Dawson County. Regional jail appears to be possible solution to common problem.

JURISDICTION: Deer Lodge

FACILITY: Law Enforcement

TITLE/PERSON INTERVIEWED: Bill Wood - Chief of Police

DATE: 5/22/84 L.B.

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** The City provides the service for a population of 4,000. There is an appointed police chief, a police commission for policy decisions, the finance committee for budgets and the City Council for ultimate decisions.
2. **Description of Facility:** Administration is conducted in an office in City Hall. There are two patrol cars; one standby vehicle and one 24-hour car. The City contracts with the county for jail space, paying them room and board for prisoners at a rate of \$10/day for males and \$40/day for females.

They share dispatch services with the sheriff by paying the salary of one dispatcher. There are two mobile radio units, four walkie-talkies and one base unit.

3. **Problems:** The chief feels that the \$40/day for female prisoners was high and wonders whether this is standard. The county says they must pay a matron for females to justify the cost difference.

One full-time car limits the ability to cover the whole jurisdiction and deter crime. Violent crimes are up over the last three years; assaults, disorderly conduct. Needs one more full-time car so that the police locations cannot always be known by those contemplating a crime. This would cost around \$14,000. Poor personal relationship with the sheriff is a problem.

- A. **Causes:** Over the last 3-4 years, BPA construction, construction of the new prison and Forest Service tree planters have all brought more transient people into Deer Lodge. Also, the City has annexed more land.
- B. **How well needs are being met:** The department is not responding to all crimes being reported. Since the sheriff and police department do not get along well, crimes reported to the sheriff (through the mutual dispatcher) that are in the City's jurisdiction are not always relayed to the police. An individual dispatcher for the police would cost too much.

- C. Consequences of not meeting needs: Crime is not being deterred as well as it could be.

4. Constraints to solutions

- A. Planning: There is no capital planning. The Chief said the need for a replacement fund was recognized years ago but that the officials "don't believe in planning."

Solutions:

- B. To prepare the budget he sits down with the city clerk; she prepares the budget; this goes to the finance committee and then to the City Council.

The department is funded through the general purpose mill levy and provides capital expenditures to date through revenue sharing. The difference between the federal and county fiscal year makes it difficult to know what revenue monies will be available.

Solutions: The chief didn't know of any other source of funding for his capital expenditures.

- C. Legal: The sheriff is an elected position so arrests get political. If a popular guy commits a crime, the sheriff may be less likely to make an arrest.

Solutions: Abolish sheriff elections and turn it into an appointed position. Consolidate city/county services for law enforcement. Include all emergency services under one roof to eliminate duplication and reduce costs. Set up a city/county law enforcement board.

- D. Operation and Maintenance: The city shop services the vehicles. The dealer from which cars were bought does repairs out of the operating budget. Records are kept by the city clerk.

Solutions: Set up a replacement fund for vehicles.

- E. Public perceptions: "No one is complaining about the service."

Solutions:

- F. Decision-making processes:

Solutions:

General Observations:

JURISDICTION: Cutbank

FACILITY: Law Enforcement

TITLE/PERSON INTERVIEWED: Joe Gauthier--Police Chief

SUMMARY SHEET
Stakeholders

1. Type of Administration: Citywide. After normal business hours and on weekends, sheriff's dispatch for police department. Animal control officer is run out of police office.
2. Description of Facility: Admin. bldg. city jail
2 police cars
1 remote unit, walkie talkie
Police & sheriff's bans are same frequency
2 active reserve officers--unpaid
3. Problems: Jail needs replacement, neither the city nor county jails meet federal standards. New jail could cost. \$1.5 million.

High ban is the trend in radios, in about 2 years everyone in MT will go high ban. Low ban is for range, high ban is very localized, dependent on relay station.

- A. Causes: Don't meet standards, bldgs aren't energy efficient. Low ban systems were originally intended for long-range communication. There are now "skips" or interference in low banned systems that interrupt their useability.
 - B. How well needs are being met: Crime is up in small vandalisms and thefts. Need one more staff member. Staff is well trained, not lacking in training area.
 - C. Consequences of not meeting needs: Make do with the staff. Lawsuits are a potential, if standards aren't met for the jail.
4. Constraints to solutions:
- A. Planning: A study group has been formed (City council, county commissioner, police chief, citizens) to study new jail, consolidation of facilities. Chief went to a course in Colorado on jail planning, National jail academy. Juvenile prisoners are held in city jail for the county and for other jurisdictions. Juveniles would be isolated in the same building, separate facilities, if new jail is built.

Solutions: Involve committees and "selling the jail." Have prepared a slide show on new jails and will supplement the show with slides of the old jail.
 - B. Financing: Charge for contracted juvenile facilities; general fund.

New jail would be funded by a g.o. bond issue through the county. City would be charged a user fee.

Solutions:

- C. Legal: "Law enforcement and politics should be kept separate."
"Reservation proximity makes Cutbank rather like Washington D.C."--
different law enforcement capabilities on the reservation and off.

Solutions:

- D. Operation and Maintenance: Maintenance agreements w/ care dealers.
Jail is an old storage building--hard to heat, not insulated. Heating
plant is in city hall and "shipped to jail."

The city jail is often empty so the city allows surrounding jurisdictions
to incarcerate females and juveniles when necessary.

The city courtroom has been newly remodelled and is in good shape.

Solutions: Build new jail.

- E. Public perceptions: There is only one police car on duty at night.
This makes service difficult and people know exactly where car is.

Generally, good rapport with public.

There are potential projects that could compete w/ jail, obligate the
city for other projects e.g. an FAA consolidated control tower.

Solutions:

- F. Decision-making processes: There is a police commission involved in
citizen complaints, hiring. Mayor is chief administrator. Commission
meets only when needed, for hiring or filed complaints. City council
appoints police commission of 3.

Solutions:

General Observations:

Shelby now has consolidated city/county law enforcement department.
Thinks this costs more for the same service. City contracts with county
for law enforcement in Shelby.

Choteau has combined law enforcement but it didn't work.

JURISDICTION: Glendive

FACILITY: Law Enforcement

TITLE/PERSON INTERVIEWED: Dwayne Peterson--Police Captain

DATE: 6/7/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Citywide. Plus the city runs a dispatch service for highway patrol, sheriff, DFWP on weekends and holidays 24 hours/day, and from 5 pm to 8 am during the week.
2. Description of Facility: City and county share the old county jail as an administration building, dispatch center, chief's office. Contract with the county for jail space.

3 patrol cars--low banned radios only
Have capabilities for low and high banned communication.
3. Problems: Need more office space and equipment. New radios in the patrol cars and new walkie-talkies.

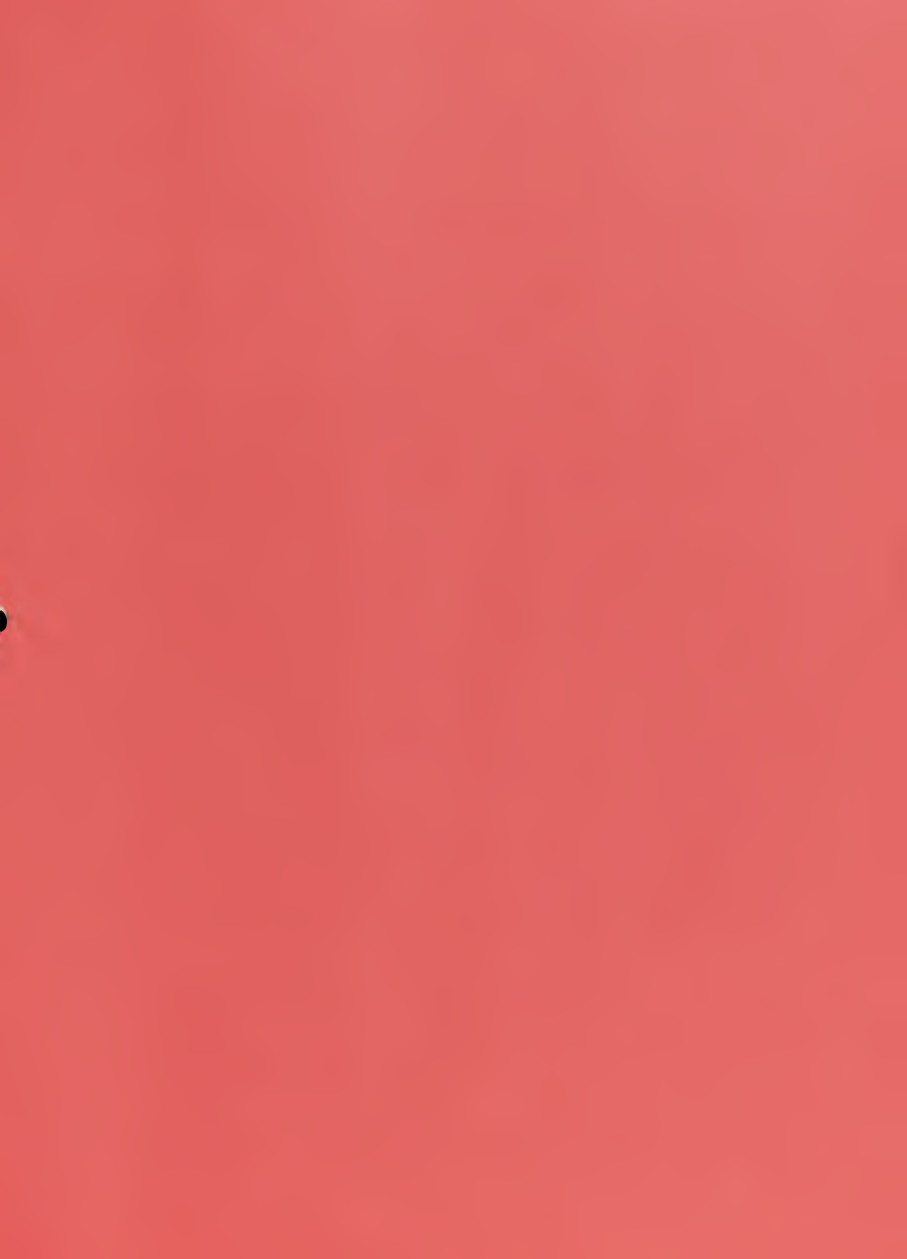
More staff is the primary concern.
 - A. Causes: Sheriff and highway patrol use the breathalyzer and other equipment--this also takes away office space.

Radios are old, experiencing problems with radios. Walkie-talkies aren't good quality and are liable to breakdown.
 - B. How well needs are being met: Doing well with what the Department has. Crime exclusive of traffic, has one of the highest clearance rates in the state.

Staffing--needs 2 officers.
 - C. Consequences of not meeting needs: Facilities are impacted by new DUI laws, any new laws that crack down on crime.

Eventually the radios will fail.
Building facilities will be overcrowded.
4. Constraints to solutions:
 - A. Planning: Consolidation of city and county departments has been considered but city isn't ready to do this. Without better checks and balances over a sheriff position as an elected official, could be difficult administratively.

Bond issue failed last year for a new law enforcement center





JURISDICTION: Deer Lodge

FACILITY: Water

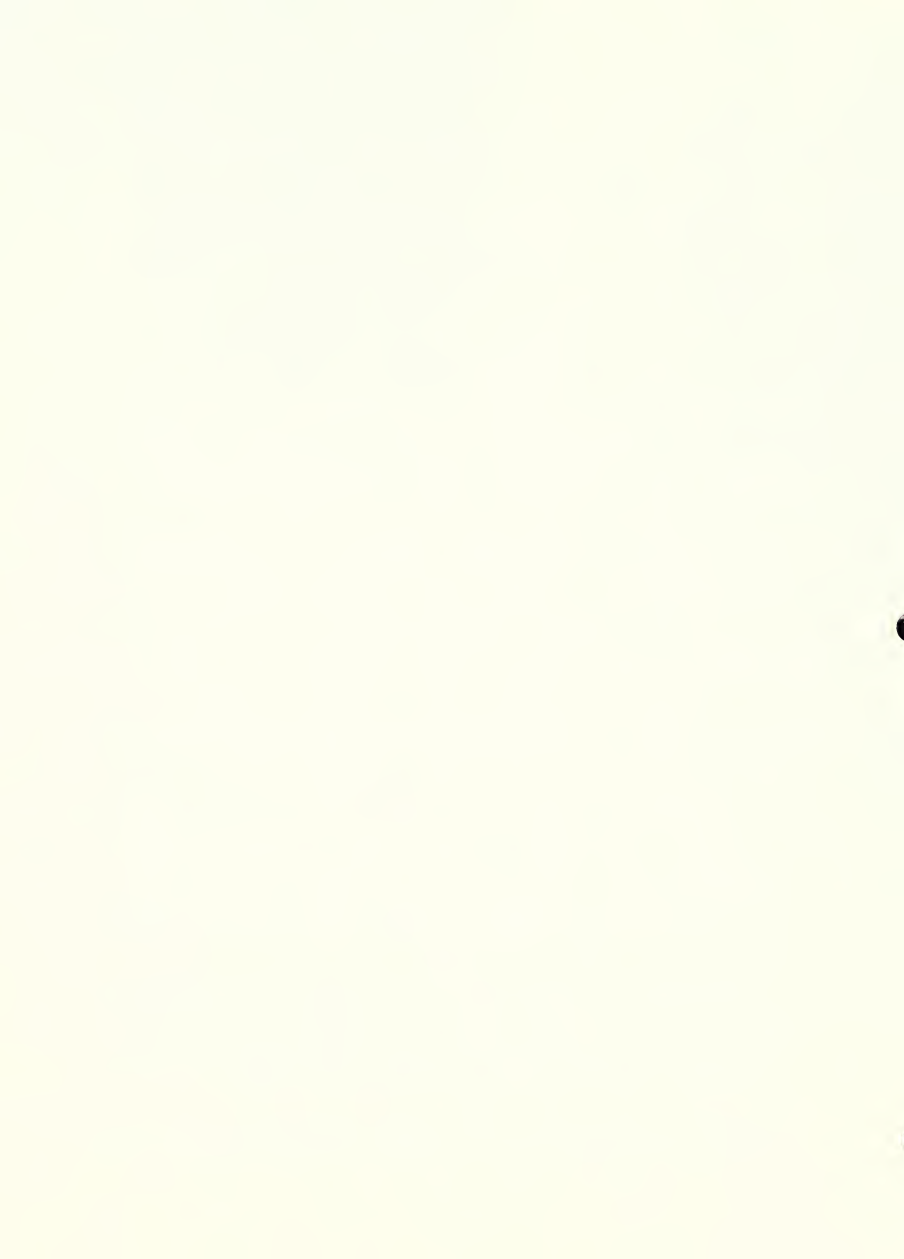
TITLE/PERSON INTERVIEWED: LeeRoy Sager--City Councilmember; Kenneth Colbo--former council member; Joe Dillon--Water Dept. Supervisor

DATE: 5/22/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Water service administered directly by City as city-wide service. O & M conducted by city staff. Mayor and city council active in planning and adm. of service, as well as budget. City hires consultants to perform technical planning and engineering studies, and devise methods of financing major improvements and to prepare case for rate hearings before PSC.
2. Description of Facility: Basic system consists of two deep wells and one surface water source, pumps, a 660,000 gallon storage tank, and 15 miles of distribution mains. City does not operate a water treatment facility.

New 2 million gallon storage tank, new intake pipe from surface source, and upgraded distribution system have been constructed or are being constructed at cost of \$750,000.
3. Problems: Current system has inadequate water pressure, particularly in newer section of city. Additionally, portions of intake system have major leaks, portions of distribution system are in deteriorated condition. City is not sure how serious distribution system deterioration problem is.
 - A. Causes: Water pressure problem is due to inadequate water storage capacity, and undersized water mains in parts of city. Most severe pressure problems resulted from recent location of institutional, commercial, and residential buildings in area served by small (residential) water line. Intake leakage due to poor initial construction, general water main deterioration due to age, long-term absence of preventive maintenance and replacement program, and poor quality pipe used during 1940 construction.
 - B. How well needs are being met: Current water pressure is inadequate in portions of city. With completion of improvements underway, city water system will be adequate to meet present and anticipated future needs. Only if EPA changes requirement for water treatment will additional major improvements be necessary. Water leaks due to general main deterioration are not seen as a major problem.
 - C. Consequences of not meeting needs: Absence of adequate water pressure reduces ability to fight fires effectively, possibly increasing insur-



ance rates, and causing inconvenience for residential and commercial users.

Leakage problem in intake system wasted water, reduced system efficiency, and increased costs of operation.

Deterioration of general water main system will cause periodic system breakdowns during winter, and low level water loss due to leakage.

4. Constraints to solutions:

- A. Planning: City has no ongoing water planning process, but did have capital improvement plan prepared by consultant for improvements currently under construction. City council water committee oversees water system operation, working closely with water supervisor to identify immediate system problems and solutions. General system is maintained problematically, with no overall approach for replacing deteriorated water mains when breakdown occurs.

Solutions:

- B. Financing: Water service is financed by special assessments. Assessment has more than tripled as result of recent improvement. However, City did not have major increase for 20 years prior to recent increase.

City used revenue sharing for portion of planning and preconstruction costs. Used engineering firm and bond firm to establish and sell revenue bonds for project. Engineer also prepared initial rate case for PSC.

Water revenues currently not adequate to cover debt service, and O & M costs of new system, However, City does not want to go to PSC for rate increase. Instead it intends to implement successive 12% rate increases for next two years, and supplement current revenue shortfalls with general fund monies.

The City has no significant replacement fund, former fund was used for emergency repairs.

Solutions:

- C. Legal: City budget system does not allow carryover of specifically earmarked funds from one fiscal year to next, in order to finance long-range upgrading or replacement of capital systems.

Solutions:

- D. Operation and Maintenance: Increased electricity rates have caused water pumping costs to triple, greatly increasing O & M costs. City doesn't know how serious water main deterioration problem is.



Solutions: City has improved its record-keeping system, now requiring maintenance activities to be recorded on master map. It's unknown whether low pressure pumping options are available to reduce electricity use by pumps. Another possible method for reducing electricity costs would be centralization by PSC for differential rates for off peak use of electricity.

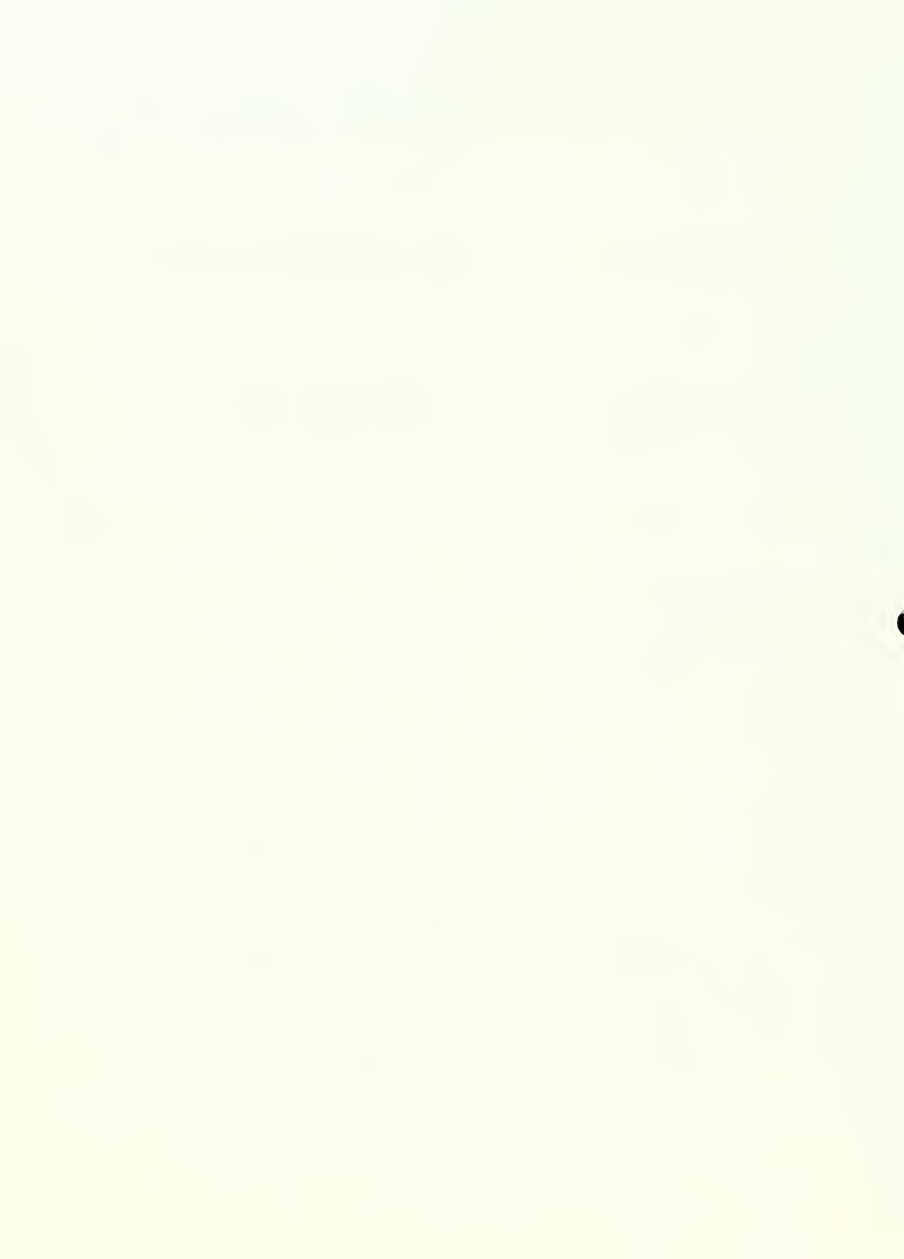
- E. Public perceptions: Recent improvements are a result of City response to citizen complaints about water pressure. Pressure problem most serious in recently developed sector of city, quite possible other city residents would not have supported project in 90 bond election. Currently, some citizens complaining about major special assessment increases resulting from project.

Solutions:

- F. Decision-making processes: Mayor and council took steps necessary to improve system.

Solutions:

General Observations:



JURISDICTION: Cutbank

FACILITY: Water

TITLE/PERSON INTERVIEWED: Keith Nelson- Plant Operator

DATE: 6/14/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Citywide. Plus contract to the North Cutbank Water District and the Seville Subdivision within the Reservation. Municipal maintenance division of the city handles sewer, water, streets, garbage. Maintenance department of the city provides trucks and maintenance.
2. Description of Facility: treatment plant, 25 miles of distribution lines, one pressure station.
Plant built in 1950, remodelled in 1976.
1 pick-up
All users are on water meters.
Spent \$2,000,000 on the water plant in 1976. Payments \$108,000/yr, funded by an FmHA loan, repaid by user fees. Fees went up about 40% after the remodel. Plant is on separate budget from dist. lines.
3. Problems: Certain pieces of equipment are beginning to break down. Water supply may be a problem due to the drought. Water rights, upstream users, could be a problem if the drought continues. Winter flow diminishes to the point where infiltration gallery doesn't work. This has occurred twice in seven years. City must revert to using a 5-6 ft dam. Would prefer a larger dam to avoid supply problems.

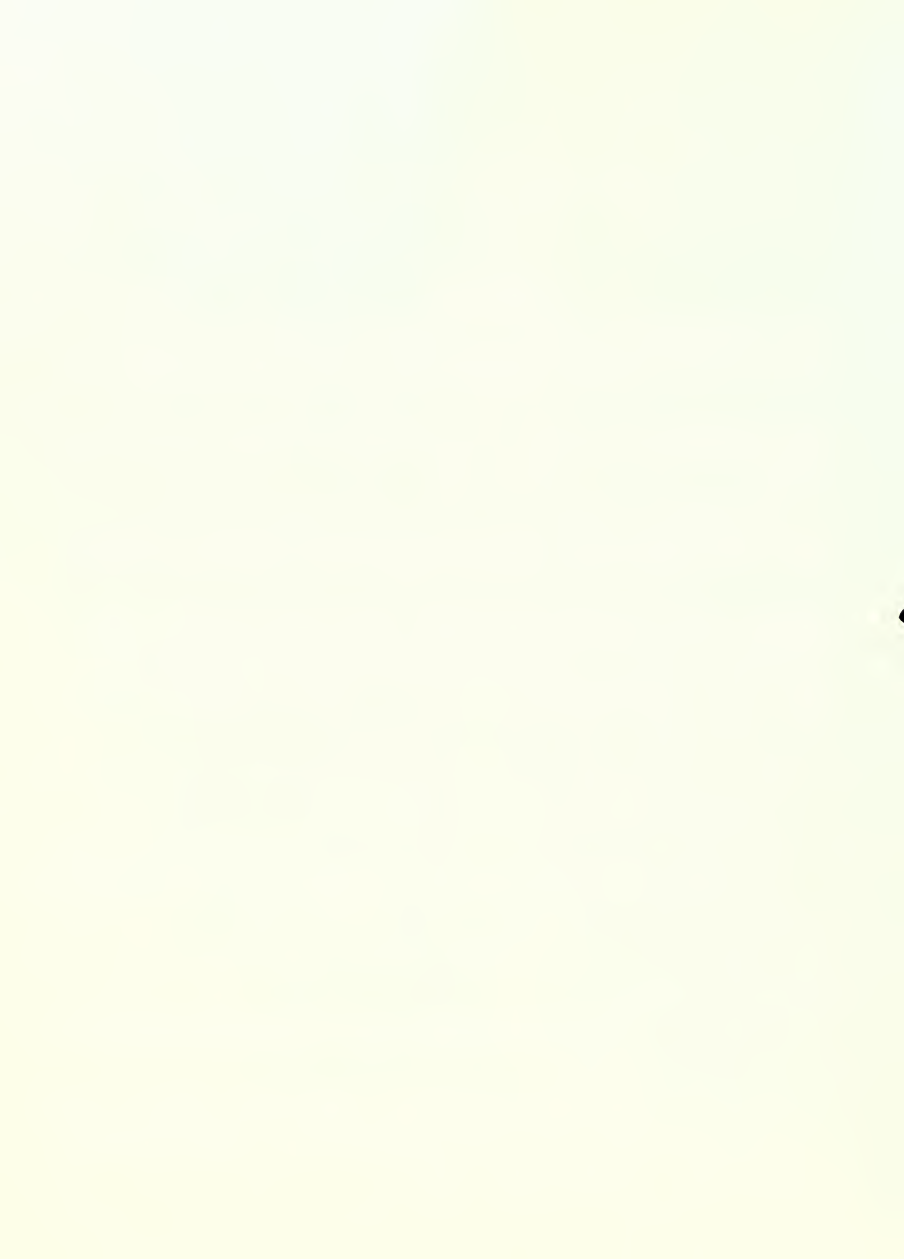
Distribution system has been improved continuously.

- A. Causes: Normal design life of equipment. Growth has reduced pressure within the distribution system in certain area.
 - B. How well needs are being met: Quality and supply are excellent. Drought could affect supply. The city is on a low water contingency plan. In low water times, car washes, irrigation for parks shut down. Staged plan depending on critical needs. Used this last in 1975.
 - C. Consequences of not meeting needs: Needs are being met.
4. Constraints to solutions:

- A. Planning: Depreciation fund against the law. The PSC regs don't allow profit for replacement. This impairs o & m, the city's ability to do short-term maintenance.

Going to remote meter system to cut staff costs in meter reading. Have already cut staff in $\frac{1}{2}$. Water meters slow down as they get old. New meters are extremely accurate so allow the city to collect proper fees.

Solutions: Allow replacement funds.



- B. Financing: User fees cover the costs of o & m but not replacement. Revenue bonds, SID's would cover a crisis.

Solutions:

- C. Legal: The state water rights system, tribal water rights system could present a problem. Tribe says they own all water flowing through the reservation. State contends they don't. Could be a problem in the future.

Solutions:

- D. Operation and Maintenance: Maintenance department and the plant operator collaborate--no problems.

Solutions:

- E. Public perceptions: In the spring, complaints due to color from decomposed leaves. Nothing can be done, live with this.

Solutions:

- F. Decision-making processes: The legislature & PSC should allow locals to determine rates, run services.

Solutions: There are built-in checks & balances because city officials work and live in the town, are trained adequately to manage systems.

General Observations:

System in good shape.

JURISDICTION: Glendive

FACILITY: Water

TITLE/PERSON INTERVIEWED: Pete Schleitlin--Asst. public works director
Charlie Moore--Water plant superintendent

DATE: 6/7/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Citywide w/in city limits. Sell water to tankers for drilling water and oil wells.
2. Description of Facility: A water treatment plant built in 1919. Supply is from the Yellowstone River and adequate for a larger population. Intake equipment is located on the Yellowstone River. Also have a soda well to use to soften the water. 26 miles of distribution lines.

1 van--for service
1 car--meter reading
User fees and water hauler fees pay for the service.
3. Problems: The treatment plant was built in 1919 and remodelled in 1959 and in the early 70's. Can't find replacement parts for the plant. The intake on the Yellowstone too small, is rusting and scaling. Pipes are ready to collapse. Last year, had to tell people to shut off water to refill the municipal tanks. Not enough water for fire flow in the hospital due to inadequate main and hydrants.

Approximately 1/3 of the distribution lines are cast iron and need replacement.

\$4-7 million for a new treatment plant. New distribution lines \$2.5 million.
\$425,000 for new intake--1982 estimates.

- A. Causes: Treatment plant and intake are deteriorating, crumbling. Cast iron breaks in the extreme cold. Pipes are breaking each winter. Often weaker pipes break due to ground shifting.

Demand is increasing beyond plant capacity. Some outlying areas are wanting to annex due to ground water quality problems of their districts.
- B. How well needs are being met: City is not able to supply all the summer demand due to inadequate treatment plant & intake. Occasional interruptions due to broken mains.

4 mgpd capacity plant is at capacity during summer.
Running over capacity at times when water runs clear.
- C. Consequences of not meeting needs: Couldn't annex outlying areas. Water rationing--last year asked for voluntary reductions of use. Could have interruptions in service. Could have a turbidity increase.

4. Constraints to solutions:

- A. Planning: HKM Engineering did a sewer and master plan in 1983. Projected needs for 20 years. Costed out improvements. Took into account gradual overall decline in population.

Two and ½ year lag time for project completion.

Solutions: Worked with the staff. Engineers had staff review the plan and make suggestions for design.

- B. Financing: Sewer and water fees used to be combined. Now the fees are separated and the water service is clearly in the red. Increased fees 10% June 1984 just to cover o & m. Can't cover replacement w/o a major bond issue.

Solutions: Phased improvements. Revenue bond repaid by user fees. Rates would almost double to finance system--from average of \$10/month to about \$18/month.

Coal Board may pay for some improvements due to a proposed coal gasification plant at Wibaux. Dawson County water would be used.

- C. Legal: The city is not in compliance with EPA standards for discharge of softening products and mud back into the Yellowstone. City could be fined, officials can be sued for violation of standards.

Solutions: Since the city is making an effort to comply and HKM's plans were approved by WQB, EPA has given a time for compliance til 1986-87.

- D. Operation and Maintenance: Getting more costly to maintain plant because equipment is old. Costs are increasing due to utility rates for heating and pumping.

Solutions: New plant would be more energy efficient--motors, thermal panes, insulation.

- E. Public perceptions: Public has a general idea of the problem and knows that rates are fairly cheap. However, previous g.o. bonds took 10 years to pass.

Solutions: Good press coverage on council meetings. Will conduct public relations campaign to pass revenue bond.

- F. Decision-making processes: The next step is to decide which improvements to do and then go to PSC for a major rate increase. The council is reluctant to conduct improvements because population is declining and such a high proportion of the population is retired people on fixed incomes. Hoping for a turnaround in the economy.

Solutions:

General Observations:

JURISDICTION: Yellowstone Co.

FACILITY: Lockwood Water Users Association

TITLE/PERSON INTERVIEWED: Bd. Members Ed Verhasselt, Larry McGrail,
Doug O'Donnell
Manager Keith Hill
State Legislator Esther Bengston

DATE: 6/5/84

SUMMARY SHEET
Stakeholders

1. Type of Administration: Lockwood Water Users Association was founded in 1956 and is a private non-profit corporation administered by a board of directors. Bd. hires a system manager to operate system.
2. Description of Facility: Lockwood is unincorporated community adjacent to Billings city limits. Current system serves 5,000 to 6,000 persons plus industrial customers. System consists of 6 wells, two reservoirs (300,000 capacity), 35 miles of distribution pipe, and 100+ fire hydrants.

Annual budget for system operation is \$250,000 to \$300,000. Operating revenues are generated by user fees.

3. Problems: Current Lockwood system has both water quality and water quantity problems. Portions of service area have poor water pressure, and system water supply will be inadequate to meet future demand.

System water is thought to have poor taste. Two of system wells now have nitrate problems.

- A. Causes: Lockwood system has grown from serving 400 homes in 1956 to 1,300 in 1984. Area is expected to experience addition extensive growth to 20,000 persons by 2,000. Area aquifer has approached limits on water it can supply. Current water pressure problems result from undersized distribution mains and valves and water supply limits.

Water from aquifer has naturally poor taste. Source of nitrate problems in two wells is not known. May result from natural conditions, or be result of septic tank malfunctions or agricultural activities in area.

- B. How well needs are being met: Water quantity and quality problems already exist in the area, so needs are not being met adequately. Problem will become more severe as area grows. One bd. member described problem as needing "urgent" solution.
- C. Consequences of not meeting needs: Water quantity problems will create inconvenience for area water users, and impair fire protection. Areas of Lockwood already experience high fire protection rates due to poor pressure.

Poor water taste is also an inconvenience for area residents. Nitrate

problems pose a potential health hazard.

If water quantity and quality problems are not reconciled county or DHES may be forced to restrict new development in area, and Lockwood residents may be forced to import potable water.

4. Constraints to solutions:

- A. Planning: Association hired consulting engineer to study alternatives for reconciling water quantity and quality problems. Study paid for by increasing water fees. Options included construction of new water treatment plant or annexation to Billings. Recommended was construction of \$5 million water treatment plant using Yellowstone River water. System would be sized for only portion of projected growth (10 years). System would be expandible to accommodate greater demand when it occurs.

Solutions:

- B. Financing: Current system operation and routine improvements are financed by user fees. Association used local bank loans to finance \$240,000 water main construction.

Association proposes to finance construction of water treatment facility through sale of Industrial Revenue Bonds, repaid by major increases in water use rates.

Association found itself ineligible for public grants or loans for system improvements. Lockwood is too close to Billings to be eligible for Farmer's Home Program loans. Not being a public entity it could not receive monies from DNRC or the CDBG program.

Sale of associations Industrial Revenue Bonds is stalled by national moratorium on such bonds imposed by federal actions.

Solutions: Association suggests that state DNRC water development grant programs should be converted to low interest loan program available to public and private entities.

- D. Operation and Maintenance: Construction of treatment facility will also increase operation and maintenance costs. This will also result in higher water user rates.

Solutions:

- E. Public perceptions: Lockwood residents recognize need for major upgrade of water system. Association members voted in support of construction of treatment facility and sale of IRB to finance facility, while recognizing project would substantially increase water costs.

Solutions:

- F. Decision-making processes: Water Association members approve major district obligations. Bd. oversees general district policies. Manager recommends planning and operational policies to board and directs system's

day-to-day operation.

Association operates separately from County government, though co. commission did pass resolution allowing district to sell Industrial Revenue Bonds at reduced interest. Resolution allows bonds to be county backed.

Solutions:

General Observations:

Water quality and quantity problems of Lockwood area are common to several other urbanizing areas surrounding Billings. No serious discussion was made of joint venture to build central water treatment system servicing several areas. Obstacles include lack of communication between areas, potential legal and financing problems resulting in a multi-jurisdictional service area.

Lockwood problems are result of rapid urbanization occurring outside of Billings city limit. The original Lockwood Water Users Association was intended to supply water needs of primarily rural-agricultural users, and did not anticipate serving urban area. The legal and administrative structure of non-profit association is not well suited for servicing substantial (6,000 pop.) and growing urban community.

Lack of technical information on groundwater resources surrounding Billings is obstacle to analyzing groundwater solutions to area water supply problems. It was requested that state sponsor groundwater studies in Yellowstone County and other urbanizing communities with similar problems.

JURISDICTION: Bozeman

FACILITY: Water

TITLE/PERSON INTERVIEWED: Dick Holmes--Public Services Director
Don Noyes--Wasterwater & Water plant Superintendent

DATE: 5/31/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: City administered service w/ very limited outside service.
2. Description of Facility: Just completing Bozeman's first water treatment plant for Bozeman and Hyalite creeks. Hylite, Bozeman, and Lyman creeks serve as supply. Approximately 110 miles of street (?) probably, equivalent miles of water distribution lines. Storage includes Hyalite and Mystic reservoirs.

DNRC looking into Hyalite dam but not a major problem. May increase storage in the reservoir.

Annual budget = \$780,000 o & m.

Capital = \$40,000 for treatment plant and mains. User fees pay for the system.

3. Problems: DNRC is examining Hyalite Dam for the possibility of increasing storage. Bozeman water is in short supply. Mystic Dam on Bozeman Creek is partially breached, pipes have separated. Summertime storage could be affected, though water would still be available from the creek if the dam could not be used.

Need a springhouse, pipe & cover on Lyman Creek. This is estimated to cost \$3-4 million. This source affects the whole water system, so Bozeman's water supply is a potential health hazard. Some undersized and old lines in the N.E. of town. 1/8 of the system (15 miles+) need replacement. Low fire pressure. Some lines are 1½" lines. Need 6" mains. Some soils in town are corrosive to pipe. Suspect leakage. The treatment plant is difficult to operate.

- A. Causes: Age, soils, growth. The original dam on Bozeman Creek was built on the smaller of the two drainages, allowing for less storage. Giardia cysts have been identified between the source of Lyman Creek and its entry into the City's water system.

The water treatment plant was poorly designed from an operations and maintenance standpoint. Staff hadn't had experience in operating a water plant and wasn't involved in the planning process of the plant until a later date.

- B. How well needs are being met: WQ standards are not being met for turbidity. The new treatment plant is to address turbidity problems. "On a constant search for more water rights." The City has started requiring developers to donate either water rights or money for acquisition of rights. "This should take care of the supply problem." System conservation and a pretreatment storage basin just above the plant are two alternatives being looked at to increase available supply.

Need to address supply and quality. To monitor suspected leakage, this city has established meters so it knows what's coming into the system, knows what user figures are. The difference is leakage.

- C. Consequences of not meeting needs: Giardia in the water system right now. Low water pressure for fire protection.

4. Constraints to solutions:

- A. Planning: Capital improvements plan identifies \$200,000 worth of immediate dist line replacement. An additional 15 miles needs replacement. (Don't know exact costs.)

A consultant is doing a water and sewer rate study to be completed by the end of June. Staff was not involved in the planning process. No experience in a water treatment plant before.

Solutions: A % of user fees should be set aside for replacement. *Is this because PSC won't allow replacement set aside? This needs to be changed if so.

Consultant is providing a rate structure schedule so that the City can keep pace with needed improvements.

- B. Financing: Would go to PSC if rate increase study warrants. PSC hearings have not been a problem in the past. Rate increase could cover o & m of system.

Solutions: Streamlining PSC process would help. Begin a specific replacement fund, raise rates.

- C. Legal:

Solutions:

- D. Operation and Maintenance: Could develop records through work orders. No records on treatment plant--too new.

Plant wasn't designed well for long-term o & m. Tough to maintain.

Solutions: Some minor repairs could be done to improve the o & m. Catwalks, etc. Others are unsolvable.

- E. Public Perceptions: Know about giardia because of a published County health bulletin. Public handled it well. User would be willing to pay for improvements to system.

Solutions: Do a public advertising campaign during PSC hearings and before rate increases.

- F. Decision-making processes: Exceptionally good help from WQB in the State. No constraints.

Solutions:

General Observations:

The City didn't have the trained capability to oversee the design of the water treatment plant. The City now owns a new plant that is difficult to maintain and operate due to omissions such as a lack of catwalks and poor accessibility to valves. Could a State division render technical assistance to local governments to assure quality of design?

JURISDICTION: City of Helena

FACILITY: Water System

TITLE/PERSON INTERVIEWED: Dick Nesbitt - Public Works Director
Charlie Dickert- Water Superintendent

DATE: 5/11/84 L.B. J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: The system is administered by the City. It serves 24,000+ people with limited outside customers (300-400 accounts).

2. Description of Facility: Supply is from Ten Mile Creek (Chessman Reservoir), the Missouri River and deep wells. The Ten Mile source has no treatment plant but is heavily chlorinated. A treatment plant on the Missouri was originally built in 1960 and was expanded (1984) to treat 12 million gpd. There are three additional storage facilities in town aside from the Chessman Reservoir and about 200 miles of distribution lines.

Average annual cost of running the system is \$1.25 million. Did not distinguish between O&M and capital improvements, but could have. Good budget and record keeping information.

3. Problems: The Ten Mile source provides 75% of the system's supply and is currently violating Clean Water Act standards. The DHES-WQB informed the City in 1982 that treatment would have to be underway by 1987. Improvement would include a treatment plant, distribution main, and repair of Chessman Reservoir at an estimated cost of \$14 million. The public complains about taste, odor, and color problems.

A 1978 Water Master Plan identified an immediate need for repair and replacement of old mains (\$1.5 million) and replacement of much more over time. There is no set aside fund for replacement. Some supply is now being lost due to leakage.

There is poor fire pressure due to 4" water lines being extended instead of replaced with larger lines.

Utility costs have risen greatly without comparable increases in user fees.

A. Causes: The Ten Mile System has never had a treatment facility. The Clean Water Act standards are now violated.

Much of the distribution system has existed since 1908. So, age and attendant deterioration, use of poor building materials during the war (kalamine pipe), and population growth are causes. Corrosion by the water itself compounds the deterioration from age. Need to put in 8" lines in older areas and areas of new growth.

Utility costs have risen due to the electrical charge for pumping water from the Missouri.

- B. How well needs are being met: Average use in the winter is 4 mgpd, peak use is 16 mgpd in the summer. Current capability is 20 mgpd. The 1978 Water Master Plan projects a need of 28 mgpd by 2010.

Supply appears adequate, but quality is poor.

There is a good start on replacement of lines, but no replacement set aside. There is about \$6 million worth of repairs needed on the 200 miles of distribution lines. There is less than 1 mile of repair/replacement a year and at least 20 miles of repair needed now as identified by the Water Master Plan.

- C. Consequences of not meeting needs: Legal action by the State DHES for violating water quality standards. Potential for health hazards, an outbreak of giardia. A potential for loss of the Ten Mile supply, if nothing is done. Continued loss of supply due to leakage and fire protection problems from poor water pressure.

4. Constraints to solutions: There is no earmarked fund for planning. Community development money and a residual amount in the Urban Renewal Fund paid for planning studies.

- A. Planning: Many of the problems faced today result from an historic lack of planning. However, the 1978 Master Plan identified needs for which there has been little funding. It has taken 6 years to begin solving identified needs. The Plan did consider long-term O&M.

The involvement of the DHES over the Ten Mile supply and the obvious need for a major capital expenditure within the next 3 years essentially forced the City into a capital improvements program that looks ahead 7-8 years. Although the program is coordinated between departments, it "could be better". It basically lists goals.

Solutions: The City has retained a consultant to look at alternatives to the supply and main replacement problems. The consultant has looked into the feasibility of new groundwater, increasing storage in the summer to increase pressure instead of replacing certain mains, conservation, and the cost-effectiveness

of all alternatives. The establishment of an on-going maintenance and planning budget would help. The City has gone to a phased program to meet treatment needs, beginning with the 1984 improvements on the Missouri System.

- B. Financing: User fees cover the annual costs of operations and maintenance right now, but with rising electrical rates and needed repairs, they won't next year. The City did not raise it's rates for 20 years until 2 years ago. Replacement of the worst problems is projected to cost \$200,000/year. This year, only \$130,000 of the maintenance reserve fund can be used--the rest will go to operations because the City is reluctant to go to the PSC for a needed 20% rate increase to cover the cost of replacement. (There is no federal funding for water treatment facilities.)

The City doesn't wish to go for PSC approval, due to the negative (potential) press coverage, the time delays inherent to the process (est. 2-9 months average delay), and to the expense of preparing materials for and attending the hearings.

The PSC does not allow reimbursement for monies already spent. Therefore, after the 1981 flood, the City had to use money from an emergency reserve fund which it hasn't been able to replace. If it hadn't had this money, it would have taken 6 months to get the 20 PSC rate increase. This could have been crippling to the City.

For funding the treatment plant needs, the City hired a financial consultant to market and analyze the benefits of G.O. bonds, G.O. tax backed bonds and revenue bonds. G.O. bonds were rejected because they limited the City's ability to finance other non-revenue generating projects because of the debt ceiling allowed to cities under Montana law.

Engineering studies were paid for by an appropriation in the original bond issue. The CIP now anticipates these costs that will be borne by user fees in the future.

Solutions: Helena is of the opinion that the PSC approval process is too costly and too slow--it should be removed or streamlined. In the case of an emergency situation like the 1981 flood, it should not be necessary to go before the PSC to raise rates to cover cost of repairs. To avoid the process, the City will increase user fees 12% this year and again next year.

- C. Legal: If a project is mandated by the State, PSC approval isn't necessary. No other legal constraints mentioned.

Solutions: Remove PSC approval as mentioned above.

- D. Operation and Maintenance: Maintenance is adequate but could be better. Rates would have to increase to fund this.

There is an established recordkeeping system for O&M. It includes a work order record for every repair--manhours, equipment and materials. This is kept for audits, CIP, the PSC justifications for increases, inventory, and budgeting.

There is not enough money for replacement or emergency.

Solutions: Need to establish a set aside fund that is a percentage of the estimated replacement cost. This could also be accomplished through a one-time hook-up fee for new users. For facilities with excess capacity, the total cost of replacement would be divided by total population served = hook-up fee. The fees would be put into a fund used only for replacement of facilities.

- E. Public perceptions: The public definitely perceives a problem because there are seasonal changes in color, taste and odor. They register complaints with either the water department or the city commission. The public doesn't know the magnitude of the maintenance or replacement problem.

Solutions: The City put together a slide show that illustrates the City's water system and its problems. This has been shown to numerous civic and service groups.

- F. Decision-making processes: The city commission has the prominent role in budgeting while the department has internal autonomy. It is a "pretty timely process" until it gets the PSC involved.

Solutions:

General Observations:

The City observes a lack of voter support for establishing SID's for replacing undersized and deteriorated water mains. For this reason, the costs of existing system repair and replacement are borne by all system users, irrespective of local service needs.

Though there has been a good deal of systems planning, there hasn't been the attendant financial planning to address identified needs.

The City does have a fund earmarked specifically for replacement of deteriorated water mains. Few grants are available for water system development and improvement. The traditional sources of funding, e.g. revenue sharing and urban renewal monies, are drying up ("the federal well has gone dry") and there aren't readily available sources of money to replace them, except rising user fees.

Current PSC rate policies do not allow for the establishment of a substantial replacement fund. The absence of a large replacement fund causes the City to prioritize many improvements on the basis of monies available rather than according to its capital improvements program.

JURISDICTION: Dawson County

FACILITY: Rural Water Districts

TITLE/PERSON INTERVIEWED: Co. Public Works Director Kelly Pulse, Ast.
Director Gary Zuroff, Co. Planner Mary McDonough,
Sanitarians Scott Peterson and Jill Pelton

DATE: 6/7/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: In West Glendive area, population approximately 2,500, there are 13 separate community water systems. One system is a county water district, and is administered directly by the county. The other 12 are water users associations and are essentially independent from co. government. Water user associations operate with board of directors.
2. Description of Facility: All 13 water systems rely on groundwater wells for water sources. All systems are drawing from same general aquifer, but local water distribution systems are not interconnected. Information on distribution pipe mileage, pipe sizes, and conditions for the various systems is not readily available.

The county received a Coal Board grant to study potential for upgrading water quality in co. water district (serving approximately $\frac{1}{4}$ of West Glendive pop.). Options included a new deeper well, annexation to city of Glendive and use of city water, and construction of a new water treatment plant using Yellowstone River water. Costs for the project alternatives ranged from \$2.4 to \$4.3 million.

3. Problems: West Glendive area water has high fluoride content. Fluoride content has been increasing. One well also has nitrate problem. With future population growth and infilling of vacant land in West Glendive, there is risk of ground water pollution due to septic tank failure.

Water pressure is also problem in some West Glendive areas.

- A. Causes: Presence of 13 different area water systems results from low density, leap frog land development pattern since late 1950's. Fluoride content in water is natural, but increase may be result of draw-down of natural aquifer and infiltration of river water. Cause of nitrate problem has not yet been determined.

Water pressure problems are due to numerous incremental extensions of residential sized (small) water mains.

Per household consumption of water has been increasing in West Glendive, which also contributes to water pressure problems.

- B. How well needs are being met: Overall quality and quantity of

of water in West Glendive is not known. There needs to be more frequent monitoring by State Health Dept. to determine adequacy of current service. High fluoride content is known problem as is low water pressure.

The current systems could not meet future needs in the event the Glendive area experiences population growth.

- C. Consequences of not meeting needs: High fluoride content in drinking water can result in permanent damage to teeth of some young children. Low water pressure impairs fire fighting, contributes to higher home insurance rates, and creates inconvenience for water users.

4. Constraints to solutions:

- A. Planning: The county received a Coal Board grant to study alternatives for reconciling West Glendive water problems. County contracted study to consultant. County public works department has used study to inform public and evaluate problem solving alternatives. Planning has been impaired by lack of general public interest in water problems. Alternatives are still being evaluated by county staff.

District has had difficulty in obtaining answers to technical questions regarding system operation and groundwater and surface water characteristics. District does not have funds for flood-plain analysis or preliminary planning and engineering studies.

- B. Financing: Current water systems are financed by user fees. Decision process regarding a new water system is not advanced along far enough to have definite financing plans. Current thinking has the facilities financed by revenue bonds repaid by substantial increases in user fees. The county water district has maintained an adequate budget for routine o & m. Further, the district maintains a fund for replacing minor capital facilities; however, this fund was not intended to finance multi-million dollar improvements.

Representatives of the 12 water users associations were not present at the interview, and the financial status of these systems, or presence of long range financial planning is not known.

Paying for new water treatment facility would approximately triple current water rates for users of the County Water District.

Solutions:

- C. Legal: Many legal problems will be encountered in trying to combine or work out cooperative agreements with numerous separate water associations. Each organization has its own assets and debts. "Private" water users associations are ineligible for some federal and state grant and loan programs.

Solutions:

- D. Operation & Maintenance: Maintenance of the 12 Water User Association

systems is generally only done when something breaks. Systems have no preventive maintenance or replacement programs. The county water district does have a regular preventive maintenance program.

Solutions:

- E. Public perceptions: Most West Glendive water users have little interest in area's water problem. The county does receive complaints from a small number of residents who are very concerned about the area's water quality.

A recent survey indicates strong opposition among West Glendive residents to annexation to Glendive for purposes of improving public services.

Solutions:

- F. Decision-making processes: Co. Commission and public works staff are actively working to find best solution to district water quality problems.

Conversely, water user associations have not shown much interest in finding solution to the problem. Very difficult to coordinate activities with 12 different water districts.

Solutions: In evaluating system design options, the county is considering system expandability, in order to accommodate future needs of water user associations and population growth.

General Observations:

High fluoride content is a natural characteristic of West Glendive groundwater, but problem increased as result of new development in the area. The co. run water district is only one of 13 area water suppliers actively seeking a solution to the problem. Options for improving water quality include: a new central well, annexation to city and use of city water, and construction of a central treatment plant using Yellowstone River water.

The economic feasibility of an areawide solution to the entire West Glendive water problem is impaired by its scattered residential land use patterns. There are currently 600 undeveloped lots, plus considerable farmland in the area. Further, areawide solutions are impaired by the presence of so many different independent water supply entities, and political and legal problems in undertaking a cooperative venture.

Should major coal development (i.e. the Tennaco Synfuels project) occur near Glendive, population growth in West Glendive would require immediate major upgrading of existing water systems.

JURISDICTION: Deer Lodge

FACILITY: Sewer

TITLE/PERSON INTERVIEWED: LeeRoy Sager--council members; Kenneth Colbo--former council member; Milo Smilovich--sewer dept. supervisor

DATE: 5/22/84 JB

SUMMARY SHEET
Stakeholders

1. Type of Administration: Sewer service administered directly by city as city-wide service. Operation and maintenance is conducted by city staff. Mayor and city council active in planning and administration of service, as well as budget. City hires consultants to perform technical planning and engineering for major improvements. Consultants also used to assist in development of method of financing major improvements.
2. Description of Facility: Current city sewer system consists of 15,000 feet of sewage collection pipe, lift stations and a sewage lagoon. City is operating existing system under variance from EPA. City has new \$1 million sewage lagoon under construction.
3. Problems: City sewage lagoon does not adequately treat city sewage. Discharge to Clark Fork River does not meet water quality standards. Some city sewage mains are 80 to 90 years old. The city is not aware of condition, but suspects that at least some pipe may need replacement. City pipes suffer occasional blockage due to roots.
 - A. Causes: Problem with existing lagoon due to poor initial design (1960) and lack of funding for maintenance. Problem with collection system, if such problem exists, is due to age and lack of long-term systematic replacement program. There hasn't been an historic record keeping system for maintenance of pipe system.
 - B. How well needs are being met: Current lagoon is inadequate as it violates EPA standards. Deteriorated sewage pipe blockages contribute to temporary inconvenience for system users.
 - C. Consequences of not meeting needs: Consequences of not repairing or replacing old lagoon are: continued degradation of water quality in Clark Fork River, possible health hazard, violation of EPA standards and possible fines.

Consequence of not repairing or replacing collection pipes is inconvenience for users. Major collection system breakdown a possible future problem.
4. Constraints to solutions:
 - A. Planning: City has no formal or continuous sewer planning process.

A consulting engineer prepared the plans for the city's new sewage lagoon. Recognition of problem with old lagoon long acknowledged by city council. Action motivated by EPA regulatory actions and receipt of EPA grant. City has replacement program for old sewer pipe.

Solutions: City does not perceive absence of ongoing planning as a major problem.

- F. Financing: New sewage lagoon paid for by EPA grant matched by locally issued revenue bonds. Timing of project influenced by timing of grant award. City would have preferred to construct new lagoon at later date, after rate payers had adjusted to higher water rates. City charges flat fee to classes of customers, fees have more than tripled as result of recent system improvements.

City uses revenue sharing monies to make emergency repairs to system. It does not have a substantial replacement fund. Perceived difficulty in gaining rate increases from PSC, and council reluctance to further raise rates to local users serve to limit establishment of reserve fund.

Solutions: Simplified PSC procedures and allowance for substantial reserve funds.

- C. Legal: City budget system does not allow carryover of specifically earmarked funds from one fiscal year to next, in order to finance long-range capital improvements.

Solutions:

- D. Operation and Maintenance. Council members actively oversee day-to-day operation and maintenance of sewer works. City has no preventive maintenance program.

Solutions:

- E. Public perceptions: City has received some complaints regarding increases in sewer rates, and is reluctant to undertake further major improvements.

Solutions:

- F. Decision-making processes: Council took steps necessary to reconcile sewage lagoon problem. Major and council members feel city and its residents are at their maximum debt, and can not undertake further improvement.

Solutions:

General Observations:

JURISDICTION: Cutbank

FACILITY: Sewer

TITLE/PERSON INTERVIEWED: Gary Smith--City Superintendent

DATE: 6/14/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Citywide. Run by the maintenance dept. and tested checked by the waster/water plant operators.
2. Description of Facility: Lagoon system. 2 cells, 42 surface acres, 200 acre ft capacity. Approximately 25 miles of collection lines. 3 lift stations.

No major capital expenditures.

3. Problems: Going into the red at the rate of \$1100 a month. Raised rates 12% last year but doesn't cover costs.

Lift stations are getting old. Lagoons need thorough overhaul.

- A. Causes: For 8-9 years there was no sewer charge. Superintendent recommended a minimum of \$2/month in 1977 to establish base rate for increases. In 1981, rate est. at \$1.60, a 12% increase last year only brought charge up to \$1.80 +. Rates need to be at about \$3.00/month to break even to operate and maintain system.
- B. How well needs are being met: Committed to an overhaul of the lagoon system at some future date. Prepared a Step 1 EPA funded survey. A consultant conducted a study. City rejected study, costs too high, system impractical. Will go to aerated system conceived by the city. =\$200,000+ over 7-8 years.
- C. Consequences of not meeting needs: In Mt., it is recommended that there be one acre of surface for every 100 people in a sewage lagoon. So technically, could serve 4200 people. Census was incorrect. Superintendent believes the census is too low and Cutbank is at 4000 right now, not 3800 as census says. Have leeway to serve 200 more people with current lagoons. Need to start planning for a new system now.

Could eventually need to refuse service, or be under a moratorium from the state.

4. Constraints to solutions:

- A. Planning: Recognizes need to plan for replacement. "Many cities haven't gotten their ducks in order" and planned for replacement--this is the cause of the "infrastructure crisis."

Have had some problems with consultant's work in regard to sewer study.

Solutions: Solutions are directly related to better management and maintenance. And less legislative and state control over cities. "Cities can take care of themselves."

- B. Financing: Would like to raise the rates gradually to set up a depreciation/replacement fund. Don't want to depend on bonds or revenue sharing to avoid crisis.

Cities have traditionally relied on "calamity funding"--Pass a revenue bond, pay it off, pass another bond. This costs the cities and taxpayers interest.

Solutions: Raise rates gradually to replace facilities. Local option taxes won't work because of political opposition.

- C. Legal: Attorneys cause rise in costs. PSC rate increase system is cumbersome.

Solutions: Reinstate civil immunity laws so that employees can function without always having to go to an attorney. Streamline the PSC process.

- D. Operation and Maintenance: Need more modern equipment, more efficient equipment in order to reduce manpower, less time.

Solutions:

- E. Public perceptions: Find until something goes wrong.

Solutions:

- F. Decision-making processes: Plant operators, dept. heads submit budget items to the mayor and council.

Solutions:

General Observations:

Need training in management and financial planning for maintenance superintendents and then institution of ways to set up replacement funds.

System runs well but some maintenance is deferred due to lack of adequate funds but "20 years ago could have said the same thing." Need about \$½ million to bring the system into optimum condition.

JURISDICTION: Glendive

FACILITY: Sewers

TITLE/PERSON INTERVIEWED: Pete Schleitlin--Asst. Public Works Director
Marvin Ulrich--Shop Foreman

DATE: 6/7/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Citywide. Within city limits. Part of the area within city limits is served by the West Glendive sewer district.
2. Description of Facility: Lagoon treatment system built around 1960. About 24 miles of distribution lines. 1 main and four sub-lift stations. 1 pickup.
3. Problems: Lagoon is inadequate for existing population but couldn't take major increase. Need to replace one lift station at a cost of \$90,000 and enlarge the mains. Serving the college area. Mains estimated at \$177,500 replacement cost.
 - A. Causes: Lift station is obsolete--first one installed in Glendive. New growth and additions to the college, including a student union and cafeteria.
 - B. How well needs are being met: Well, except for the one lift station and main.
 - C. Consequences of not meeting needs: The lift station quits due to age and deterioration so sewage occasionally dumps into a nearby stream.
4. Constraints to solutions:
 - A. Planning: HKM did sewer and water master plan in 1982. Suggested replacement of lift station and main. If West Glendive was annexed, city might decrease lagoon size and put in an aeration system, or continue to utilize West Glendive system. New aeration system = \$275,000.

Solutions: No constraints to planning. Involved the staff in the planning process.
 - B. Financing: Currently paid for by user fees. Costs are covered. Small reserve.

Solutions: Improvements would be paid for through possible Coal Tax, DNRC Renewable Resource Program grant and a match through the reserve fund. Possible revenue bonds.
 - C. Legal: Water quality standards are violated occasionally when the lift station breaks down.

Solutions: WQB recognizes the city's attempts to correct the problem.

- D. Operation and Maintenance: Private contractor comes in once a year to clean and T.V. the sewers. Annual inspection and cleaning. Started in 1978. Certain sections are cleaned every year--10 years to do whole town.

Banks around the lagoon are eroding due to wind. Check all lift stations three times a week, and spot check the sewer.

Solutions: Rip-rapping the banks from the sewer maintenance fund.

- D. Public perceptions:

Solutions:

- F. Decision-making processes:

Solutions:

General Observations:

JURISDICTION: Yellowstone County

FACILITY: Billings Heights Sewer District

TITLE/PERSON INTERVIEWED: Rex Marquardt--Chairman of Bd. of District (B) 252-0531 (H) 248-8159
Ken Hollar--Heights Assn. for Sewer (Builders)
Vic Rickenbach--Member of Water Board

DATE: 6/4/84

SUMMARY SHEET
Stakeholders

1. Type of Administration: Private sewer district with a 7 member board. Five are elected, 1 appointed by City, 1 by County = 7 members. District serves about 7,300 people.
2. Description of Facility: There is no facility at present. The City would build \$9 million of interceptor and trunk lines with an EPA grant.

In 1979 the residents formed a sewer district. This district will be disbanded and RSID's and SID's formed. Some of the area will be annexed into the City and some will remain in the County until they develop adequately. If they hook up and aren't annexed they must file waivers-of-protest-to-annex that run with the individual property. Sewage would be treated by City treatment plant.

3. Problems. Billings Heights is the biggest unincorporated area in Montana without a central sewer system. There has been a lot of resistance to incorporating the Billings Heights area because the residents don't want to pay higher city taxes. There has been a long history of water and sewer provision and problems, and resistance to entering the City Service area. The water district sued the city three times over rate increases.

In 1972 EPA designated the areas eligible for grants due to WQ problems, including designations of critical areas within the sewer district.

The residents voted down a bond issue for a separate system because too expensive and duplicated city services.

- A. Causes: Drainfields are all used up on certain lots. Groundwater is being contaminated. Most areas are not suitable for drainfields due to shale and heavy gumbo soils.
- B. How well needs are being met: City has adequate capacity in treatment plant for 200,000 people. A 201 facilities plan has been prepared, designed for 22,000 people.
- C. Consequences of not meeting needs: Even if the City didn't annex the areas, sewerage of the area would occur, it would cost a tremendous amount more due to costs of hiring staff, duplication of services.

4. Constraints to solutions: State WQB says Billings Heights septic tank problems are the largest problem in the state.

- A. Planning: The City, County, and WQB cooperated to plan for existing and planned population 20-40 years. Sized the lines for 22,000 people. City did an annexation study favorable to incorporating the area.

Solutions: The Heights Association (a developers group) called the meetings between the City, County, WQB and the District Board. Individually lobbied board members, WQB and hired an engineer to look over proposed development plan. Got press support, held public meetings in the area. Took 6 months.

- B. Financing: Interception and trunk lines are eligible for 75% EPA federal funds turned back from last year. The City would provide the 25% through their own general funds. Would assess \$.02 a square ft on property for re-payment of the 25% match on properties entering into the city. Once the County areas grew enough to annex, they would repay the City with interest.

For the non-critical area, the lots are 20,000 square feet so lateral lines will be expensive. Land will probably subdivide and costs will be lowered in this fashion.

The City has different rates between the inner- and outer-city rates. This serves as an incentive to annex.

Solutions:

- C. Legal: In each of the critical areas, where SID's were formed 51% of the residents voted to annex. So far no legal problem, but there is so little cooperation between the City and the County in this issue that the Board sees the potential for lawsuits.

The Board has a current lawsuit against them for \$232,000 by a consultant who worked on a contingency basis and now will not get the design work. The Board can't be dissolved until this is solved. Misunderstanding over contract agreement.

Solutions: Could have had an interlocal agreement for the provision of services.

- D. Operation and Maintenance: City would maintain all lines within the city. There is no established system for maintenance within the RSID's at present. The City used to maintain for the County and the County levied a maintenance tax.

Solutions: Re-establishment of interlocal agreement between the City and County for the City to maintain all the lines and be reimbursed by the County RSID livies.

- E. Public perceptions: Some people aren't ready to annex and would rather have been on RSID's with waiver against resisting annexation. Then annexation would have been more gradual and people would have been happier.

Solutions:

- F. Decision-making processes: The Board holds regular public meetings. Make decisions by majority vote. The City will ultimately be the decision-making entity. The people outside the annexed areas would go to the county commission.

Solutions: N/A

General Observations:

"Very poor relationship between the City and County at present." Need planning county-wide to control urban sprawl to keep County service provision costs down.

JURISDICTION: Bozeman

FACILITY: Sewage Disposal

TITLE/PERSON INTERVIEWED: Dick Holmes--Public Services Director
Don Noyes--Wastewater & Water Plant Superintendent

DATE: 5/31/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Citywide. No outside service. The public services director reviews his budget and policy with the manager. This is ultimately approved by the city council.

2. Description of Facility: 1983 upgrade of existing treatment plant mandated by EPA court action. Approximately 110 miles of distribution lines. 2 lift stations.

\$795,000 o & m/annual budget

\$ 30,000 capital budget

User fees fund the system.

3. Problems: The original plant was built in 1969. Had to cut design capacity in half when building the 1969 system. The City knew the upgrade was necessary by 1974. Capacity and treatment capability were upgraded in the 1983 renovation of the plant.

Some distribution lines are at capacity. Secondly, 2000' of sewer has no gradient and is the original sewer line. These two replacement needs are identified in the City's CIP.

A. Causes: Age, no gradient, growth.

B. How well needs are being met: Needs are met adequately with the new plant. New subdivisions will be required to cover costs of needed sewer mains.

C. Consequences of not meeting needs: For the distribution lines:
Health and sanitation problems
Possible legal action

4. Constraints to solutions:

A. Planning: A consultant was hired to design the plant. The consultant involved the City staff in review of the plans to consider ease of operations and maintenance. No constraints identified.

Solutions: A consultant suggested a hook-up fee to fund replacement. Another consultant has been hired to prepare a rate structure study to look at current revenues in comparison to costs and to suggest future rate structure increases to keep pace with maintenance and replacement.

- B. Financing: The treatment plant was funded by an EPA grant. 75% federal-25% match provided by general fund or user fees was the local match. General funds, bonds or revenue-sharing funds would be used for lines.

Solutions: Hook-up fees. Rate increases

- C. Legal:

Solutions:

- D. Operation and Maintenance: Need a replacement fund. Keep records on the treatment plants. Use these for budgeting.

Solutions: Involved the staff early in the planning process and staff had experience so the o & m is pretty good.

Send out replacement fund info to locals-clarify for each facility type what the ability is to set up replacement funds.

- E. Public perceptions: No complaints. Probably be willing to pay for improvements.

Solutions:

- F. Decision-making processes:

Solutions:

General Observations:

The developer is asked to cover many of the costs associated with new construction. e.g. fire access and water supply for fire protection, sewer mains.

The sewer system is in pretty good shape, the primary problem again being that there is no ability to determine long-term replacement costs or ways to set aside replacement funds.

JURISDICTION: City of Helena (pre-test)

FACILITY: Sewage System

TITLE/PERSON INTERVIEWED: Dick Nesbit - Public Works Director
Ben Spavey - Wastewater Superintendent
Elma Cole - Maintenance Foreman

DATE: 5/11/84 L.B. J.B.

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** Direct service of City. No board. The system serves 24,000+ with very few outside the city limits.
2. **Description of Facility:** The system is comprised of a 1976 treatment plant, 125 miles of sanitary sewer mains, and 2 lift stations. The plant experienced major odor/air quality problems, so the treatment plant is under major rehabilitation to cure that problem and expand the capacity to 7 million gpd as per DHES sizing standards.

The majority of the sewage mains were built in 1880, nearly 100 years old. There was some repair and replacement in the war years. The system is aided by gravity, drawing toward the treatment plant on a low spot. The Director believes that this has helped to avoid blockage problems.

It costs 1 million dollars per year to operate the system, paid for by user fees. This is adequate except for replacement.

3. **Problems:** The exact extent of the main deterioration is not known. However, the Director thinks that at least 5% of the mains should be replaced each year. In 1983, a main collapsed, costing the City \$70,000 out of a general fund contingency. There is no reserve fund for replacement.

There has been no substantial replacement of mains for the last 40 years.

- A. **Causes:** The replacement of the sewer plant was necessitated by odor problems and the need to upgrade treatment to meet current EPA standards. The new process is upgraded.

The mains are inadequate due to age, lack of maintenance, and expanding population. Unfavorable soil conditions, known as "hot soils" have also damaged the mains in some areas of the city.

- B. How well needs are being met: The current treatment plant improvements will expand the capacity to 7 mgpd, nearly double the existing capacity/population need. While this now appears adequate into the turn of the century, the distribution lines are deteriorating to an unknown extent at an unknown rate.
- C. Consequences of not meeting needs: If the lines are not replaced, more system failure may occur as it did last year. Some homes could be without sewage facilities.

The plant was replaced because of odor complaints, air quality standards, and potential legal action by the State DHES.

4. Constraints to solutions

- A. Planning: An Areawide Facilities Plan was necessary for federal EPA funding of the treatment plant. This was paid for by a 201 or 208 grant administered by the Planning Department. The size was based on EPS regs. based on population projections. The study looked at the long-term costs of operations and maintenance and did a cost-benefit analysis of alternatives.

The City's CIP also addresses facility improvements.

Solutions: There is no inventory of the distribution mains so planning is probably rather difficult. The Director thinks that 5% of the mains should be replaced each year but says that he cant accurately estimate without a thorough inventory.

- B. Financing: The treatment plant was financed by a federal grant 80% and a 20% local match through a revenue bond reimbursed by user fees.

As with the water financing, g.o. bonds were avoided to retain the City's ability to finance non-revenue generating facilities.

User fees do not cover replacement costs.

Solutions: As mentioned in the water questionnaire, where there is excess capacity and ability to serve a larger geographic area (or infill), charge a hook-up fee based on cost of a new facility divided by total population. The fee is levied once and used only for replacement.

The only solution is to keep raising user fees.

- C. Legal: PSC involvement in rate increases over 12% is costly and time consuming.

Solutions: "Eliminate PSC involvement."

- D. Operation and Maintenance: A work order system tracks all o&m costs. This area is adequate except for a large replacement fund for major facilities.

Solutions: See financing solution above.

- E. Public perceptions: The public perceived the need for a new treatment plant because they could smell the effluent. However, they don't know the magnitude of the main replacement problem or the costs of on-going maintenance/replacement.

Solutions:

- F. Decision-making processes: The decision-making process is basically internal except for budgeting or major expenditures or studies--then the City Commission is involved.

To fund the treatment plant, the City applied for a federal grant for which a Facilities Plan was required. Once this was completed by the consultant, they filed for a DHES-EPA grant and went before the PSC for a rate increase.

Solutions:

General Observations:

The sewer facilities are not perceived by the City to be a grave problem, especially, if a replacement fund can be established.

The problem of establishing SID's for direct user reimbursement of improvements is met with the same local resistance as it is for water system SID's. Sewage facilities financing is affected by PSC rate policies similar to water system financing.

JURISDICTION: Dawson Co.

FACILITY: West Glendive Sewer Dist.

TITLE/PERSON INTERVIEWED: Co. Public Works Director--Kelly Pulse
Assistant Gary Zuroff

DATE: 6/7/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Sewer District is administered and maintained by Dawson Co. Sewer district serves approximately 3,000 people living in West Glendive, and portion of the city of Glendive.
2. Description of Facility: System consists of 30 acre sewage lagoon and sewage collection system. With exception of lagoon and a small amount of collection pipe the system is in good condition.

Co. estimates it will cost \$380,000 to repair lagoon.

3. Problems: District's sewage lagoon has inflow and infiltration problems. Discharges from sewage treatment system are borderline compliance with EPA standards. Current problems will become more serious if repairs are not made. Expansion of system service area or infilling of vacant land in this area would also contribute to worsening discharge problems.

Some older subdivisions in vicinity of sewer district are approaching need to convert from septic to sewer systems.

- A. Causes: Historically the sewage lagoon did not receive effective preventive maintenance and replacement of older components, and now needs major repairs.

Older (1950's) subdivisions on small (1/2-acre) lots have exhausted locations for drainfields and soon will need access to sewer system.

- B. How well needs are being met: Current system barely does meet local needs. However, system can not accomodate any increase in use levels. Further deterioration of system also causes system to be inadequate.
- C. Consequences of not meeting needs: Failure to meet EPA discharge standards will result in lowering of water quality in Yellowstone River. Further, failure to meet standards would potentially subject county to fines and result in a moritorium on new construction in the sewer district's service area, or prohibition on expansion of sewer services to adjoining areas.

4. Constraints to solutions:

- A. Planning: Area sewage disposal needs were analyzed as part of EPA funded 201 study. Co. is aware of problems with existing sewage

treatment system and has plan for improving system. Sewer district is projecting moderate growth and expansion of service area. Current planning process is on hold until funding for system improvements is procured.

Solutions:

- B. Financing: Operation of current sewer district is paid for by user fees. Co. hopes to finance major system repairs partially through EPA grant, matched by local revenue bonds or bank loans repaid by increases in user fees (from RSID).

Co. has applied for EPA grants for past several years, but has not yet been successful. During this period federal share of sewer projects has been decreasing, increasing future costs to local sewer district.

District has done little long-range financial planning. Lack of clear legal authority to maintain substantial replacement fund is problem in planning for major expenditures. Confusion exists as to exactly what district can legally do to develop money reserve for future capital expenditures.

Solutions: District is considering implementing "hook-up" charge for new users to help defray costs of system improvements.

Improved technical assistance from state on financial planning and local options and procedures for financing major capital improvements would be helpful.

Clarification of DHES--EPA funding criteria for EPA grants, to give district idea of if and when it will get a sewer grant, would improve local financial management capabilities.

- C. Legal: District is not clear about meaning of several sewer district, RSID, water quality, RSC laws and regulations.

Solutions: District would benefit from improved technical assistance from state on legal and procedure issues influencing the financing and administration of sewer districts.

- D. Operation and Maintenance: Lagoon problems are due, in part, to historically poor maintenance program. Co. public works dept. has improved operation of system, but major repairs are necessary for system to meet EPA standards in future.

Solutions:

- E. Public perceptions: As in case with overlapping water district, there is little public awareness or interest in area sewer problems.

Solutions:

- F. Decision-making processes: County commission oversees operation of district. Commission has taken steps to identify problem and

plan for system improvements. Commission has been supportive of EPA grant applications on behalf of the district and is exploring financing options for local matching monies.

Solutions:

General Observations:

The West Glendive Sewer District is currently in compliance with EPA discharge standards, but will soon be in violation if it does not make repairs to its lagoon system. The district has thus far been unable to gain EPA funding for repairs. District is unlikely to undertake this project fully at its own expense as long as there is potential for future federal grant money. Clarification by DHES and EPA of the likelihood of the District receiving grant monies and timing of grants to the district, would allow the District to proceed with administrative financial and technical engineering planning.

District cites periodic short-term need for technical expertise (engineering, surveying, finance, and legal) which are not available within county, and which are not affordable by district.

JURISDICTION: Richey

FACILITY: Sanitary Services--overview only

TITLE/PERSON INTERVIEWED: Co. Sanitarian--Scott Peterson
Co. Planner--Mary McDonough

DATE: 6/7/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Richey is an incorporated community (pop 400) in Dawson County. Water, sewer, and solid waste services are direct responsibility of city government.
2. Description of Facility: Richey water system consists of well and distribution system. Sewer system consists of collection system and sewage lagoon. City also operates Class 3 landfill site. City of Richey contracts with Glendive for disposal of biological wastes. Richey must haul these wastes to Glendive 2 days a week.
3. Problems: Richey water supply has high fluoride problem. Richey water also suffers from bacteria contamination several months a year.

Richey sewage lagoon is suspected of exfiltrating onto adjoining land and sterilizing land which was used for agriculture.

Richey landfill is at capacity, and needs expansion.

- A. Causes: Exact causes of Richey well water and possible sewage lagoon problems were not known by sanitarian, as necessary studies have not been done. City's garbage truck is simply old.
 - B. How well needs are being met: Richey water needs are not being met as residents are required by DHES to boil drinking water during spring. Sewage lagoon may be violating state and federal standards for lagoon performance.
 - C. Consequences of not meeting needs: Current water quality problems cause inconvenience for water users, and pose potential health hazard for area residents if contaminated. If sewage lagoon is malfunctioning, it may be indeed responsible for sterilization of nearby agricultural land. A malfunctioning lagoon may also adversely affect groundwater.
4. Constraints to solutions:
- A. Planning: City of Richey has no formal facility planning process. City would like to drill test well to locate replacement water source, but does not have money to do so. No analysis has been done to determine if sewage lagoon is malfunctioning. Reluctance exists to investigate situation, because if problem is serious, city has no money to fix it.

Richey does not have technical staff to assess problems, or to conduct facility planning studies; nor does it have excess monies to hire outside

consultants.

Solutions:

- B. Financing: City officials were not interviewed to find out how water, sewer and solid waste services are financed. Sanitarian feels city is in poor position to finance any type of major capital improvement.

Solutions:

- C. Legal:

Solutions:

- D. Operation and Maintenance:

Solutions:

- E. Public perceptions:

Solutions:

- F. Decision-making processes:

Solutions:

General Observations:

Richey lacks both technical and financial resources to deal effectively with major infrastructure problems.

JURISDICTION: Lewis & Clark County

FACILITY: Solid Waste Disposal - Scratchgravels Special District

TITLE/PERSON INTERVIEWED: Bill Tjaden - Landfill Supervisor

DATE: 5/14/84 L.B. J.B.

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** The landfill serves the Helena Valley, although the exact boundaries of the District weren't known. The District is administered by a board made up of one county commissioner and citizens appointed by the County. It's run by a landfill supervisor.
2. **Description of Facility:** The landfill is 35± acres with approximately 25% capacity remaining. Other facilities include heavy equipment and trucks. In 4-5 years, there has been some suggestion that the used portion will be recycled into a county park. The landfill is now about 20 years old.

The operation of the landfill costs \$75,000/annually (\$40,000 O&M, \$35,000 for capital expenditure). It is paid for strictly by user fees of \$18.50/household.

3. **Problems:** Many people using the landfill are either out of the service area or have not paid their annual permit fee. Annual permit applications are sent out with the tax bills appropriate to the District. There is no replacement fund for major expenditures or additional land.

The landfill has not been in compliance with DHES in the past. People are throwing away hazardous substances for which the operator ends up being responsible. The State is currently requiring a groundwater monitoring program with the test wells that the landfill had to pay for.

Odor, litter and air quality complaints have increased.

- A. **Causes:** Population growth in the district is creating some of the use problems. Also, the East Helena landfill closed, forcing many people to come to the Scratchgravels dump, even though they weren't in the District.

Staffing is low, so no one is available full-time to check whether everyone has a permit to dump.

The tax rolls are not always accurate, so not everyone within the District is getting a permit application.



Housing growth in the area near the landfill has brought people into the area, "who should have considered that they were moving near the dump," and who are now concered about aesthetics.

- B. How well needs are being met: The landfill has adequate capacity for the next 10 years, if District population and garbage generation per capita don't increase greatly. However, the introduction of new technology to burn or compact solid waste is recognized as a possibility and this would reduce the need for expansion area.

The daily operation of the landfill is serving the District's needs.

- C. Consequences of not meeting needs: If the permit system is not better enforced, the landfill may ultimately not have the ability to serve everyone in the District--service would be disrupted and disposal would have to occur elsewhere.

If groundwater monitoring points out water quality problems, either the dump would have to be relocated or new operation techniques employed.

4. Constraints to solutions

- A. Planning: The operator was not aware of any long-range planning. This could be a constraint if the landfill's capacity begins to decrease rapidly, due to population growth or increased waste per capita.

Solutions: Begin a landfill replacement plan and budget a replacement fund for land and equipment. (See Financing.)

- B. Financing: The landfill is funded strictly by the user fees. There is no follow-up on who has paid for a dump permit. Permits are checked randomly when the operator happens to be at the gate. Hiring another person to check permits or collect a user fee would add administrative headaches and cost. The operator believes, however, that he is losing 25% of his revenue annually.

Solutions:

- C. Legal/Technical: The relationship with the State DHES could be improved and standards better communicated. "It's too late to regulate many hazardous wastes when they're being disposed of." This makes the landfill operator responsible and he doesn't have time to check what everyone is dumping.

Solutions: DHES personnel may need to recognize what an individual may know about the operation of his specific site and that it may have unique problems/solutions. Technical assistance/training on standards and methods would help.

"Regulation of hazardous substances needs to take place at the front-end when people are buying the product." Sell only what people estimate they need, recycle containers through large deposits, and write on the container that the product must be disposed of in a certain way or the buyer is responsible.

- D. Operation and Maintenance: There are two employees, the manager and an assistant. Contract services also use the facility. Capital expenditure records are kept and machine hours are logged on the equipment itself--this is the indicator of when replacement would be necessary. The manager knows the expected life of his equipment.

Solutions:

- E. Public perceptions: When litter is blowing or there is odor, smoke or dust, there are complaints from nearby landowners. Otherwise, the operator appeared to have a good rapport with dump users.

Solutions: The manager hires high school students during the summer to clean up the blowing litter.

- F. Decision-making processes: The manager has a good working relationship with his board. The process is streamlined and works well.

Solutions:

General Observations:

The Scratchgravels Landfill receives 20 yards of computer paper (minimum) a week from a Capitol contractor service. The paper is not only great in magnitude, but once it catches the wind, it creates a litter problem. Couldn't this be recycled?

According to the landfill operator, so much of his job is "accomodating mother nature." He has to operate differently depending on winds, snow and rain that in turn influence mud and groundwater. For this reason, location of landfills in dry areas is essential.

Jurisdiction: Deer Lodge pop. 4000; Powell Co. has 6,000

Facility: Solid waste disposal

Title/Person interviewed: Gary Morehouse, County Planner;
Kenneth Colbo, Landfill District Board
Chairman and formal city council member.

Date: May 22, 1984

JB

SUMMARY SHEET
Stakeholders

1. Type of Administration:

Landfill district is administered by Board appointed by city and county governing bodies, and serves the entire county. Board manages district finances, though annual budget is approved by both the city and county. Operation and maintenance of landfill is contracted to private vendor. City garbage collection is direct service of city, and is run separately. Collection is available only to city residents and businesses.

2. Description of Facility:

District leases landfill site--20 acres--from private landowner. Site is in a good location, has been operating for about 10 years and should be adequate for 20 more. It is in compliance with state and federal laws. Annual O & M budget is \$30,000; no significant replacement fund is budgeted.

City just purchased a compactor truck for garbage collection. Second truck needed for short-week service when crews must be doubled. City has successfully encouraged commercial users and multi-family housing to purchase large-volume containers. Operating budget not known; replacement fund not a regular part of budget.

3. Problems

Landowner wants to sell landfill site for a much higher price than the land is worth. Current asking price is \$30,000 - \$40,000, and there is no replacement fund for purchase. Because

the city already has a permit for this site, it doesn't want to find a new location. Landfill is 1/3 filled, and wasn't managed well in the past, so some ground was wasted. District wants to double the size of the site for future expansion.

A. Causes: District negotiated favorable initial lease, which in the short run was the cheapest way to provide the service.

B. How well needs are being met:

Adequate to meet next 20 years. Current lease has three years left, but the District has an option to renew it for five years, after which it would need to develop a new site unless the current site is purchased.

City garbage collection is adequate for present and future needs.

C. Consequences of not meeting needs:

Long-term consequences of not purchasing the landfill site and additional lands would be the need to develop a new site. A new permit would be required, and the site would likely be considerably more expensive than maintaining and expanding the existing site.

3. Constraints and Solutions:

A. Planning:

No formal planning for landfill, although county planner provides some staff services and district board members are active in monitoring landfill operation. Lack of long-range planning resulted in the current problem of not owning a site.

Solutions:

If the district can purchase the existing site, expand, and continue to equitably contract for O & M of the site, little need for sophisticated planning; no major changes anticipated.

B. Financing:

Landfill O & M paid for by countywide special assessment and commercial fees based on volume. Garbage collection is paid for by flat user fee assessment. Revenues for both adequately

provide for O & M costs.

District currently has no definite plan for financing purchase of the landfill site. Has requested county to expend revenue sharing to purchase site, but it is unclear what other priorities the county may have. If revenue sharing monies are not available, district will consider bonds or bank loans. The latter is not desired, because it would increase assessments and user fees.

City has substantially increased utility rates for water and sewer services, and increased landfill charges are seen as an additional burden on ratepayers. Also, problem with raising assessments for north county residents who have just created a separate district that also uses the landfill. The city would have difficulty selling bonds for \$30,000 - \$50,000 purchase price.

Capital purchases for city garbage collection system are made by loans, which are repaid by revenue sharing and special assessment fees.

Solutions:

If county does not allocate revenue sharing funds, district can make loan for purchase and repay by raising special assessment and user fees.

C. Legal:

For the county, Board approves user fees, incurs debt and sets commercial rates. In setting up a new district, law says you can't assess fees until the district is formed, but you can;t set up the district without funds, a "Catch-22."

Solutions: Allow some startup fee assessment.

D. Operation and Maintenance:

Because this is contracted, district does not need to purchase major capital equipment. District board members periodically monitor landfill operation to insure proper management.

Solutions: n.a.

E. Public perceptions:

City residents have no widespread interest in landfill or garbage collection. District is reluctant to raise special assessment because of potential for adverse public reaction. Public doesn't get involved unless something goes wrong with the service.

Solutions:

District has no real plan for improving awareness of benefits of purchasing landfill.

F. Decision-making processes: Use of revenue sharing monies for landfill purchase depends on county commissioners' funding priorities. Revenue sharing is generally spent for capital improvements, but commission may prefer to expend monies for something that can't be repaid by special assessment and user fees.

Solutions: n.a.

General Observations

District administration depends highly on volunteer work of board members. Similarly, overview admin. of city garbage collection relies on volunteer efforts of the mayor and city council.

JURISDICTION: Cutbank

FACILITY: Solid Waste

TITLE/PERSON INTERVIEWED: Gary Smith--City Superintendent

DATE: 6/14/84 L.B.

SUMMARY SHEET

Stakeholders

1. Type of Administration: City owned landfill. Class II. Can accept anything but hazardous waste. City runs its own collection and landfill operations.

2. Description of Facility: Landfill is on a 300 acre parcel owned by the city, on which there are other city facilities. Most of the land is leased out to a farmer. 5 acres were reclaimed to farming this year, and ultimately the whole site exclusive of bldgs., will be reclaimed.

2 trucks--looking at an automated system but this would cost \$140,000. This would cut labor costs by only 1/3, due to continued need for back-up manpower and increased maintenance of equipment. In five years, would be cost-effective to go to an automated system.

3. Problems: The continuous wind blows anything that isn't adequately covered. Weather--i.e., rain, extremely cold weather makes it difficult to operate the landfill easily and cold is harsh on equipment.

Some public complaints.

Moved the landfill in 1975 due to its location in a coulee with some surface drainage. Pretested new location for groundwater and drainage.

A. Causes: People are moving around the landfill, so complaints are increasing.

B. How well needs are being met: Needs are being met well.

C. Consequences of not meeting needs:

4. Constraints to solutions:

A. Planning: May eventually go to a consolidated landfill with Shelby, Conrad and Valier.

Solutions:

B. Financing: User fees for landfill and collection system. Last year instituted a rate increase that will bring the city back to a zero balance by July 1984. No replacement for equipment.

Solutions:

D. Operation and Maintenance: County has larger earth-moving equipment

than the city. County digs trenches in exchange for making the Class II dump available to county residents.

Solutions: Shelby, Cutbank, County, Conrad, Valier may eventually go to a consolidated landfill in a central location, removed from many residents, to reduce capital outlay and manpower for all.

E. Public perceptions: Runs well but complaints from surrounding residents.

Solutions:

F. Decision-making processes: Superintendent drafts budget, approved by mayor and council.

Solutions:

General Observations:

JURISDICTION: City of Billings/Yellowstone County

FACILITY: Solid Waste

TITLE/PERSON INTERVIEWED: Dick Beulke--County Solid Waste Board
Ken Haaig--City Public Works Director
Board--Jim Hahn, Demar Botts, Dr. Jim Hurry,
Bob Lee, Howard Sampson, Charlie Fisher

DATE: 6/5/84

SUMMARY SHEET
Stakeholders

1. Type of Administration: The City contracts with the County District, Laurel, Broadview, Stillwater County, and No. Carbon County for disposal within the city landfill. The City runs its own collection service, while the County collection is provided by private hauler. The County District was formed three years ago appointed by the County Commission. It makes autonomous decisions except that the County approves fees.
2. Type of Facility: The County has no capital equipment. It is proposing to build a transfer station at Custer to replace a small, unlicensed dump, estimated to cost \$30-40,000.

The City's current landfill has an estimated life of 39 years. It is in a dry location with no water quality problems.

The City's landfill o & m = \$400,000
capital budget = \$250,000 (based on 2 new pieces of equipment every 3 years)

The City's collection service budget is \$1.4 million supported by user fees.

The County's O & m budget is \$204,000/year for the landfill. This is the first major capital outlay request by the Board = \$24,000 for the transfer station.

3. Problems: There are no major problems in the City or County. The Custer Landfill is being replaced because of a potential for water quality problems and the lack of a state license. (Est. 1947.)

A. Causes:

B. How well needs are being met: City and County needs are being well satisfied by individual and cooperative services.

C. Consequences of not meeting needs: If the transfer station were not built, legal standards might be violated and water pollution might result though the Custer landfill manager did build a dike between the dump and the river.

4. Constraints to Solutions:

- A. Planning: The County doesn't have a plan per se. The landfill appears adequate over the long term and collection services are private responsibilities. The City has gone to an automated collection service so that residential rates haven't risen since 1977 and staffing levels have dropped. Commercial rates have gone up, with charges being based on volume. There is a \$250,000 replacement fund for vehicles.

Solutions:

- B. Financing: The County hasn't confirmed whether rates for landfill services are equitable. In some cases, there have been double charges, e.g. trailer court owners paid for individual trailers as did their owners.

Solutions: The County is conducting a rate structure study to determine if the \$15 annual cost is fair and adequately covering the County's costs of using the City's landfill.

- C. Legal: There is no hazardous waste disposal site in Montana. The City occasionally has to turn someone away. The City is now monitoring wells for water quality contamination. They feel this should be done as standard operating procedure for any landfill.

Solutions: Designate hazardous waste disposal sites.

- D. Operation and Maintenance: No constraints were identified. The County now owns a state-licensed site for disposal of oily sludge. This is leased to certain vehicle fleet operators.

Solutions: The City has allowed the public works department to run the solid waste service like a business. This has allowed for notable efficiencies and low staff levels. The staff has gone from 56 in 1977 to 33 in 1984.

- E. Public Perceptions: Good public image. There is some growth around the landfill so the City is attempting to buffer the landfill by acquiring adjacent BLM land, through lease or purchase through the Resource and Public Purposes Act.

Solutions: Acquisition of land for buffer around the landfill.

- F. Decision-making processes: The creation of the solid waste board by the County removed the service from the political structure somewhat so that the City and County now cooperate fairly well.

Solutions:

General Observations:

There is no major problem for the City or County for this facility type.

Certain hazardous waste need source control, e.g. there is a chrome plating operation in Billings that produces some very toxic chemicals. Regulation, source control, should be had to the degree of toxicity of the materials.

JURISDICTION: GALLATIN COUNTY

FACILITY: Solid Waste

TITLE/PERSON INTERVIEWED: Emery Nelson - County Sanitarian
Wilber Visser - County Commissioner

DATE: 5/31/84 L.B.

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** The County has two solid waste districts. District #1 serves Belgrade, Manhattan, Three Forks and outlying areas. District #2 is the West Yellowstone/Hebgen Basin District that contracts with Madison County's landfill at Ennis. The east and south portions of the County, where most of the population is (including Gallatin Canyon and Big Sky) are not covered by a district. These residents haul or dispose of their own refuse to the Bozeman landfill.

2. **Description of Facility:** All collection services are handled by contracted private services, so the County has no capital investment in collection equipment.

The County leases the landfill at Logan from the Department of State Lands and contracts out the landfill operation. The site is 10 years old and has an estimated life of 25 years at present fill rates.

The County owns a "transfer station" at West Yellowstone; where refuse is collected before transport to Ennis landfill.

For purposes of the interview we focused on the Logan landfill operation.

County charges are \$18.25/annual user fee sent out with tax notices. (No capital budget for landfill operation.) It also levies a district fee for the contracted hauler.

3. **Problems:** The only major problem identified is that the majority of the County residents use the City's landfill. Bozeman is experiencing urgent groundwater and capacity problems with its landfill (see Bozeman solid waste interview). The City has requested the County to take over a landfill operation for the City and County. The problem the County faces is generating the needed up-front capital to establish a larger landfill. If it doesn't takeover a landfill operation for the City, the City could react by shutting off service to Bozeman area County residents. This would reduce the life of the Logan landfill by two-thirds or

to a six year projected life.

A. Causes:

B. How well needs are being met: At the present time, the majority of County residents are not being served by a collection service or a County landfill. The County recognizes that it is relying on the City's benevolence and that it has a responsibility to the City for County residents.

C. Consequences of not meeting needs: There are three options available to meet needs:

#1. A private contractor has expressed interest in starting a County landfill. This would remove the problem for the County but could create a monopoly and the County is wary of this option.

#2. The City could refuse service to County residents, have to close its current landfill, forcing the acquisition of new sites by both the City and County at a higher cost to the citizens.

#3. The County could secure a new State Lands lease and license, form a county-wide district, control the disposal site, establish a transfer station in the east county, consolidating City and County landfill services. Costs would be contained through County control/taxpayer accountability. Collection services would probably remain as they are now.

4. Constraints to solutions

A. Planning: The County conducted a \$45,000 study to examine the possibility of "co-generation" rather than continuing landfill operations. The consultants who prepared the study found that co-generation was cost-effective if a market could be found for the energy produced. The University was the only possible contender for the additional energy source and it didn't want it so the idea was rejected.

Solutions:

B. Financing: The current facilities are totally user fee supported and run in the black.

Solutions: The County has found that contracted services for landfill operations are cheaper than a County run service.

C. Legal: The bottom line in this service is that the County has to provide a place for disposal. It doesn't

have to worry about how the refuse gets there.

Solutions:

- D. Operation and Maintenance: Don't have any -
contracted.

Solutions:

- E. Public perceptions:

Solutions:

- F. Decision-making processes: The districts are governed
by boards and some State Land leases are involved, the
state enters into the planning process. No constraints
were identified.

Solutions:

General Observations:

JURISDICTION: Bozeman

FACILITY: Solid Waste

TITLE/PERSON INTERVIEWED: Dick Holmes - Public Service Director
Nell Mann - Engineering Officer
Clint Gee - Street Superintendent

DATE: 5/31/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: City administered collection and landfill. City collects two-thirds of the service area, private contractor serves one-third of the city. Serves 23,000 + people. University has own trucks and contracts with the other landfill.

2. Description of Facility: Landfill is 200 acres. Only 60 acres is usable. There is high groundwater on the remainder. The site has adequate capacity for the next five to eight years. The city owns three trucks for garbage collection; fourteen, nine and seven years old, respectively. Two are run on a daily basis and the oldest is used as backup.

Collection system runs in the black. The landfill runs at a deficit.

\$183,000 o & m. Not sure of capital expenditure budget but the o & m includes 8,000 land payment for the landfill. Funded by user fees with deficit supplemented by general fund.

3. Problems: User fees not covering costs of the landfill operation and purchase. City staff recommended increasing fees, commission won't raise them because of complaints from commercial haulers. High groundwater at the landfill is causing the need for monitoring wells, remedial action, a new site.

Rates for contracted city collection are about twice as much as city collection right now. The city would like to take this over so costs were equitable city-wide and so that there was accountability for costs.

Need one replacement truck based on age, maintenance costs and parts availability (\$75,000+). The city has contemplated going to automated collection.

The greatest majority of county residents live near the city

and use the city's landfill through a dump fee. Therefore, the city is actually providing a county service.

- A. Causes: In order to make a cost effective automated system, newer and different types of trucks are needed. An automated system saves money in the long-term but has high front end costs (\$250,000).

Growth outside the city has partially caused the problem.

- B. How well needs are being met: The collection and landfill system meet needs now. But the life of the landfill is estimated at five to eight years. The groundwater problems may necessitate shutting the facility sooner than that.

Further, the landfill is now three miles from town. If land were to be purchased for a new site, it would be too costly that close to town and there might be groundwater problems. So the city would have to move 20+ miles from town. This would necessitate higher transportation costs.

The city has therefore requested that the county take over the landfill operation for the city and county since the county has a dry site and many county users not served by a county landfill..

- C. Consequences of not meeting needs: If no planning for replacement is done:

Leachate problems would worsen and state could close landfill.

No place to dump but county dump at Logan.

Could force takeover of the service by the county. All residents would be affected negatively if this was a crisis rather than a planned action.

4. Constraints to solutions

- A. Planning: City established CIP last year that is essentially a list of goals. The staff recognizes a need for planning for a new facility right now but doesn't have funding.

Solutions: If solid waste planning funds for new sites were available this would really help. These could initially be paid for by a loan from the state and paid back by user fees.

- B. Financing: Contributions from county residents for using the landfill used to be collected by a permit

system sent out with the tax bill. That didn't work so the city hired staff to collect a user fee for each dump visit. The city residents are taxed for the landfill - general fund. Commercial haulers pay a disposal fee for the landfill.

Collection is paid by monthly bills to the city service and directly to the private haulers outside the city's service area but within the city. These rates are higher by 100% for the private hauling service.

The city would like to take over the service but doesn't know if it can legally take over a private enterprise. This would keep costs equitable throughout the city, make the city's operation more cost-effective, and potentially make an automated system possible. Right now, it is not cost-effective.

Solutions: Raise user fees and commercial haulers dump fees. There is resistance to this from the haulers. Determine whether the city can takeover a private business.

- C. Legal: There may be legal restrictions on the city taking over the collection service from a private contractor. Is this so?

Monitoring wells indicate that remedial measures may be necessary. No money is available for assessing solid waste bureau environmental problems, so a minimum is conducted. (This has cost the city \$15,000 in 2-1/2 years.)

Solutions: Clarification of the city's ability to take over a private service. Make money available from the state for costs of monitoring.

- D. Operation and Maintenance: The replacement fund is viewed as the residual value of the land once the landfill is used up.

Service records are kept for vehicles. There is routine maintenance conducted but no preventative maintenance done due to lack of funds.

Solutions: More personnel and funding.

- E. Public perceptions: The public appears happy with collection service and doesn't complain about the landfill because it is surrounded by agricultural land. A parcel to the south was once proposed for annexation. If this happened, complaints would be anticipated.

Staff felt that there would be resistance to fee increases but believe they are necessary to cover operation of the landfill.

Solutions:

- F. Decision-making processes: City has passed a resolution to encourage the county to handle a landfill for city garbage. County hasn't decided due to the front end costs involved in doing so.

If the city gets a new site, it would probably hire a consultant to test, plan, and conduct a cost/benefit analysis for the new site.

Solutions: Consolidation of services between city and county.

General Observations:

JURISDICTION: Hill County

FACILITY: Solid Waste--Refuse Disposal District

TITLE/PERSON INTERVIEWED: Terry Schultz--County Planner and Sanitarian

DATE: 50/30/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Landfill is jointly owned and operated by 3 counties and 9 cities. Nine member board appointed by participating local governments. Landfill has staff of 4. Local governments are responsible for own collection systems. Hill County currently provides financial administrative services for landfill.
2. Description of Facility: Basic facility consists of 200 acre landfill. 13 satellite collection stations, haul trucks, and landfill operation equipment.
The cost of this system is \$600,000. Service area of district is approximately 1,200 square miles. Container facilities open 7 days a week.
3. Problems: Havre landfill was reaching capacity, county landfill did not meet health standards. Nearby counties and cities in same situation. One of local governments was in process of being sued by EPA, and served to demonstrate potential seriousness of the problem.

Individually, development of new landfill sites prohibitively expensive for local governments (particularly for small towns). Individual landfill development would result in major rate increases.

- A. Causes: Hill County landfills never met standards; Havre's simply needed enlargement or replacement. Nearby city and county problems had similar genesis.
 - B. How well needs are being met: Old landfill systems were not meeting health laws or were not of sufficient size to handle future demand.
 - C. Consequences of not meeting needs: Local governments were, or would be in violation of federal and state laws and subject to possible landfill closure and fines. Substandard sites could result in water pollution, rat infestations and spread of litter, and pose potential threat to human health.
4. Constraints to solutions:
- A. Planning: Extensive planning for new regional landfill completed by volunteer efforts of public officials and interested citizens. Process received no outside technical or financial assistance. Group established committees to look at technical, financial and administrative options and legal problems.

Landfill has life expectancy of over 100 years. Bd. has long-range management plan for operation of landfill, including separation of combustibles for eventual electrical generation.

Solutions: District solved difficult problem of identified needs and capabilities of variety of local governments.

- B. Financing: District's financing \$600,000 landfill system development financed by 8.3% tax free loan provided jointly by 5 unit bank system serving the area. Bank loan and operation and maintenance of system are paid by user fees. User fees are uniform throughout district, based on average volume per class of customer.

Notably, the district development has not resulted in higher user fees for district residents, and has improved convenience of access for the service.

One problem with large area district is non-cost effectiveness of serving small outlying areas, while maintaining standard fees throughout district. Under present arrangement, fees from other district areas subsidize service to outlying areas.

Notably, the district bd. has established a replacement fund as a line item in its annual budget for repair and replacement of system equipment and facilities.

- C. Legal: Most difficult problem in creating combined district was establishing a long-term legal commitment from 13 local governments for the financial obligations of the district. The Montana law authorizing interlocal agreements does not adequately insure long-term commitment of local governments.

Solutions: Problem was studied by volunteer committee and county attorneys. The solution was an agreement on the part of the participating districts to individually obligate themselves for a portion of the 20 year debt.

- D. Operation and Maintenance: District has long-range plan for operation and maintenance of facility.

Solutions:

- E. Public perceptions: New landfill is widely accepted by public. After some initial adverse reaction, public generally recognizes system to be an improvement in the convenience and quality of service.

Solutions:

- F. Decision-making processes: District is an example of successful intergovernmental cooperation.

An on-going problem with system is occasional lack of adequate

communication of district activities to participating local governments. This is responsibility of board appointees.

Solutions:

General Observations:

The Refuse District is an example of local governments cooperating to solve a serious problem. No outside financial or (non-local) technical assistance was involved in researching, planning or implementing district.

The most difficult problem in creating district was lack of adequate statutory authority to establish long-term interlocal agreement for a major capital expenditure. Individual 20-year obligations for portions of district debt was an innovative solution.

Use of group of local banks in lieu of revenue bonds simplified and probably was more economical than sale of revenue bonds.

District feels electrical generation by burning wastes is not cost-effective at the current time, but is separating combustibles so that they can be used at some date in future.

JURISDICTION: Hill County

FACILITY: City-County Airport

TITLE/PERSON INTERVIEWED: Ray Vogle--Pres. City-County Airport Bd.
Mike Vanette--Sec. Airport Bd.

DATE: 5/30/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Airport owned jointly by City of Havre and Hill County. Administered by Bd., appointed jointly by city and county governing bodies. Airport Bd. hires manager--maintenance person to run day-to-day operations. Bd. retains consultant to plan and design major improvements.
2. Description of Facility: Airport consists of two runways, 5,200 feet and 3,200 feet, administrative buildings and hangars. Fire truck, snow removal and grass mowers are the major airport owned operational and maintenance equipment.

Airport serves Hill County population 18,000. Use is by personal and private business planes, and one commercial carrier (lands commuter size planes). Average annual operating budget is approximately \$75,000.

Bd. proposes to regrade, resurface and install runway lights on the 3,200 foot runway. The proposed improvements are expected to cost \$500,000.

3. Problems: Short runway has been officially closed for past 20 years, now cracked, rutted and weeded. Runway needs to be rebuilt in order to provide for alternate landing area, from other than east-west.
 - A. Causes: Runway was weakened by age; heavy military plane landed and sank into pavement creating unsafe ruts. Problem resulted from runway age, lack of proper maintenance and seasonally wet conditions.
 - B. How well needs are being met: Present 5,200 foot runway adequate for current traffic volumes and types of planes landing in Hill County. However, landing on the one (east-west) runway difficult with strong northerly or southerly winds.
 - C. Consequences of not meeting needs: Absence of alternative S.W. runway creates potential safety hazard and inconvenience for local pilots.

4. Constraints to solutions:

- A. Planning: Bd. had Master Plan prepared for the airport in 1972, which included the currently being proposed renovation of the short runway. Board received \$1,000 grant to pay for preliminary planning and engineering study to determine what could be done to reopen runway and approximate costs of improvements.

Solutions:

- B. Financing: Airport o & m is financed by city and county property taxes (50%-50%), federal grants, user fees, rental of airport land for agricultural use, and natural gas royalties derived from airport property mineral rights.

Proposed \$500,000 runway improvement to be financed by ADAP grant (90%) matched by local revenues (10%). Bd. received \$20,000 loan at 7¼% from Montana Aeronautic Division. Bd. also intends to apply current budget surplus (a defacto replacement fund), plus a portion of next year's budget to raise local matching monies.

Bd. feels that airport users are paying fair share of airport operation.

Solutions:

- C. Legal: none

Solutions:

- D. Operation and Maintenance: Airport manager provides for general maintenance, snow removal, mowing, etc. Airport Board hires city and county to carry out major maintenance such as runway repair. This approach allows airport to avoid capital outlay for equipment and increases in airport staffing.

The increased costs of airport operation resulting from renovation of the currently closed runway are not known.

Solutions:

- E. Public perceptions: Board members interviewed felt public generally supportive of airport, recognizing it as providing a valuable service.

Solutions:

- F. Decision-making processes: City and county governments are seen as supportive of airport. Except for continued mill levy approval by county, and budget allocation by city, there is no major role for local governing bodies in financing proposed improvements.

General Observations:

The 90% federal to 10% local match formula for the ADAP program made the local costs lower for the high performance runway. The federal government would not have participated financially in a low-tech renovation of the old runway.

JURISDICTION: City of Billings

FACILITY: Airport

TITLE/PERSON INTERVIEWED: Bruce Putnam--Airport Manager

DATE: 6/5/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: The airport is a municipal service run as an enterprise department by the city. There is an airport commission appointed by the mayor and approved by the council; this body is advisory only. The city manager is the paid administrator and the city council is the policy board. The airport manager and staff work with the city manager on budgets and decisions approved by the council.
2. Description of Facility: This is the largest municipally owned and operated airport in the state. It is 2000 acres with 400,000 square feet of buildings, 1200 parking spaces and aircraft parking for 300 planes. Buildings include the terminal.

Annual o & m = \$2.9 million
capital = \$1.5 million

3. Problems: There are environmental concerns because residential and commercial land use has begun to approach closer to the airport. The airport is located on top of a plateau so topography allows this to a certain extent. However, if the city was not currently conducting noise monitoring and impact solution studies, citizens would probably bring suit.

The airport needs better access and road network, improvement of the sewer and water system, and potential rearrangement of improvements to accommodate the constrained land area.

- A. Causes: Growth in activity has doubled since the mid 1970's for commercial carriers. General aviation growth has levelled after the early 1970's but the trend is from the pleasure flyer to an increase in business aircraft in the last 10-15 years.
- B. How well needs are being met: The service is working well but there is no fund for major capital expenditures. Many of the problems are related to the city's general transportation planning. The water and sewer system are old and undersized.
- C. Consequences of not meeting needs: If the airport is not run and maintained to high standards, there is potential for an economic loss to the region. Businesses locate due to available airport services; shipping of numerous products, and transportation depend on the airport.

There must be a balance of land use controls and environmental requirements both for the airport and surrounding land uses or the airport may be forced to relocate.

4. Constraints to solutions:

- A. Planning: Noise was monitored for a 2 week period. A community compatibility study is being prepared to evaluate measurements, make noise projections and recommend programs to address compatibility in the future. e.g. land acquisition, offsite land use. A master plan is being prepared for specific on-site airport needs.

Solutions: Have effected a rate base that accommodates replacement and depreciation but don't have a fund for major new capital purchases.

- B. Financing: There is no general fund support. Landing fees and rental of the terminal by major carriers provides 40% of the airport revenue. Most of the remainder comes from public parking, rental car companies, federal employee office rental, building concessions. General aviation occupies 40% of the property but contributes less than 10% of the revenue.

The city is locked into a 20 year contract with the air carriers, so rates are lower than they should be.

Will be a state loan program request of \$125,000 for FY 1985. State program is even more important for small local governments because of difficulty of coming up with a match to tie up Airport Improvement Program (fed). Federal monies from the Airport Improvement Program provide monies to airports based on enplanement. User fees--provides \$1.1 million projected this year.

Must match 90% of these funds with 10% in order to get this money. Feds prohibit a head tax being charged.

Solutions: Have capability to raise rates in 1989. Looking at raising land rates for the general aviation side. Are documenting from a business standpoint to what extent rates can be raised.

For smaller airports, a grant program or lower interest loans would be particularly helpful. Make grant restrictions--for o & m only.

- C. Legal: Many private parties are not registering their aircraft so revenues are not collected. People believe there is a gross mis-allocation of taxes for taxing aircraft. No teeth in the registration rules.

If municipally owned airport, the city doesn't get any tax revenues from the aircraft property tax. County gets the aircraft tax revenues.

Solutions: The State Aeronautics Division needs to be more involved in commercial carriers airports. A tax equity issue needs to be examined and the cities owning airports need the tax revenues. Enforce registration.

- D. Operation and Maintenance: Efficiently staffed, but difficult because the land area is large and facilities are plentiful. 10-12 miles of conventional roadways represented by the runway. The nature of the business (short lag-times between planes) and safety requirements make this a capital intensive business.

Solutions: Instituted a replacement and depreciation fund.

- E. Public perceptions: People don't understand how much of a public service the airports provide. This is a terrible problem, e.g. health critical needs, economic link, social, infor. link, and food brought in.

People don't understand that airports are not generally locally tax supported.

Solutions: Formed an Ad hoc committee to get a united voice for legislative support for airports. Prepared a slideshow for service groups that illustrates the services that the airport provides.

May form a group called "Friends of Aviation" that can be called on to spread the word about airport needs and services.

- F. Decision-making processes: Works well.

Solutions:

General Observations:

"Airports are the local communities' front door to economic opportunity."

Strictly an enterprise department of the city--get no local funds.

JURISDICTION: Cutbank

FACILITY: Airport

TITLE/PERSON INTERVIEWED: Bob Walker--Airport Board

DATE: 6/14/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: City/county airport. City maintenance dept. stores equipment and helps maintain facilities. 5 member bd. appointed by city and county. Board oversees operations and maintenance; sets fees, bid letting, budgeting.
2. Description of Facility: General aviation facility. No commercial carriers. About 1800 acres of which half is leased for grazing.

1 administration building, flight service station--8 person crew.

Rebuilt runways in 1979 and 1983.

1 airport manager paid to maintain the airport.

Annual o & m \$48,000 (about \$6000 comes from leases and rentals).
3. Problems: Have to put a new water system in. The original system is 45 years old, steel lined, not intended to last this long.

New system estimated to cost \$100,000.
 - A. Causes: Age, old steel-lined pipe.
 - B. How well needs are being met: Can handle any aircraft up to DC 10. Very adequate facility into the future.
 - C. Consequences of not meeting needs:
4. Constraints to solutions:
 - A. Planning: Had a study prepared for new water system by consultants. Board has been involved w/ consultant for a year and a half. A plan was all ready to hook into an existing system when the reservation said city could hook into their water system (to a subdivision owned by the reservation) only if city would take over all the tribal sewer/water systems. City said no, and began its current study and plans for a separate water system.

Solutions:
 - B. Financing: 1 mill levy from city and 2 from the county. Have 6 areas

leased out for grazing and storage areas leased out for general storage. Accrue rent from the FAA administration offices.

New water system would be funded with the mill levy.

Solutions: Have $\frac{1}{2}$ the money for the system now. With 2 mill levy again this year, can fund project.

C. Legal: No legal problems.

Solutions:

D. Operation and Maintenance: City and airport work together well. City helps with maintenance of runways.

Solutions:

E. Public perceptions: Airport is pretty well supported by the public.

Solutions:

F. Decision-making processes: The airport is on the reservation. A private oil man started the airport in the 1930's. The Army Corps of Engineers enlarged the airport as a satellite base to Malmstrom. The FAA is the chief administrator. Now have an agreement with the city that the FAA can reclaim the airport w/in 72 hours for national defense.

Solutions:

General Observations:

JURISDICTION: Lewis & Clark County

FACILITY: Helena Regional Airport

TITLE/PERSON INTERVIEWED: Bud Kelleher - Airport Manager
Dave Wanzenried - Airport Board Member

DATE: 5/14/84

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** The airport is run by a joint city/county board. The board is an agent for the City and County, but it is not a political subdivision and there are no elected officials on the board. Serves Jefferson, Broadwater, Powell and Lewis & Clark counties (primary service area).

2. **Description of Facility:** The facility consists of 1,400 acres with taxi-ways, runways, a new terminal built in 1978 to serve commercial flights and the original terminal built in 1936, serving the "general aviation" segment, including the national guard. Navigational aids, including communications equipment is owned by the federal government. The present runway configuration was built in 1960.

The O&M budget is \$574,550.

There is a \$175,000 annual replacement fund set aside.

3. **Problems:** The general aviation component (all other than commercial figures) needs new ramps, taxi-ways, terminal, fuel storage system and executive hangars. This is estimated to cost 3+ million, however, there are few funding services for general aviation.

Note: Board member did not see this as much of a problem. He believed a close look at financing and some changes there would alleviate much of this problem. (See Financing)

- A. **Causes:** Steady growth in demand for facilities in general aviation. There is higher tech aircraft and equipment--haven't kept pace. Today need more security for planes. Demand is difficult to measure because it's so dependent on fees, availability of facilities, maintenance of runways.

- B. **How well needs are being met:** "The commercial airport is adequate for the foreseeable future". The general aviation component has far fewer funding sources so it

is in need of updated facilities. The proposed Airport Master Plan should answer how well needs are being met.

- C. Consequences of not meeting needs: Increased hazard would result if safety standards and maintenance weren't maintained. There would be more congestion in the general aviation component, so a secondary consequence might be that Helena would lose revenue by not attracting larger corporations who would otherwise use the airport.

4. Constraints to solutions

- A. Planning: The Board is updating a master plan as it is at the end of its previous master plan period. No constraints were identified. A consultant will be hired to perform the study through competitive bid process (\$30-40,000).

Plans for expansion are based on present activity, historic flights, and population projections.

Solutions: N/A

- B. Financing: The County levies 2 mills (the maximum allowed) for operations and maintenance. Other funding comes from landing fees, enplanements (head tax on passengers), fuel, parking lot, vendors, and building rentals.

The new terminal was financed through a hybrid bond; an aviation revenue bond issued by the feds and backed by state tax relief. Federal grants from the airport and airway trust fund have "kept the airport going." This year, the airport will receive \$.5 million and \$6.00 for every enplanement. This money can be used for all "safety items", almost anything having to do with the airport.

The Board can borrow a 10% match required for federal grants at 7% interest from the State. (The manager would like to see this match change from a loan to a grant.)

Note: The board member thinks that the airport budget may be excessive, that it needs some close scrutiny. He felt that the federal share should be cut to force greater attention to funding at the state and local level--change local share to 25%. "The budgetary process needs to be tightened up". He also thought there might be a need for a greater local tax levy but that it needed to be examined. "General aviation doesn't pay its fair share of aviation fees." (Both agreed.)

Solutions: The Board is going to fund three new taxiways (\$170,000) in hopes of attracting a private investor to build three hangars for general aviation. The County would own the grounds, but the investor would recoup the cost of the building and make a profit by charging user fees. (Public/private venture.)

The other solution is to raise user fees on the general aviation side.

- C. Legal: The State now provides for a 10% loan at 7% interest for matching federal grants. "This isn't adequate State participation in funding."

Solutions: The manager would like to see the State's share change to a grant.

- D. Operation and Maintenance: Records are kept on all maintenance for safety standard checks and budgeting. A replacement fund is adequate at present.

Solutions: No constraints.

- E. Public perceptions: Helena supported the airport by voting in favor of two tax-backed bonds.

Solutions: No constraints.

- F. Decision-making processes: The airport board must go before the City and County for approval of budgetary matters. This process impedes the function of management. This makes it difficult to meet federal timelines.

Right now: Internal - board - city - county.

Solutions: Two solutions would be either to create an autonomous airport authority (although this doesn't allow for local accountability) or to change the make-up of the Board to include an elected official from the City and the County, and allow this Board final decision-making authority.

General Observations:

There was a great difference in philosophy and approach between the two respondents. The Board member believed that Helena airport was overbuilt based on erroneous projections that larger planes would be landing here when the opposite trend appears to be occurring--more flights/smaller planes. Landing fees for smaller aircraft don't approach fees for larger planes, so a source of revenue is decreasing over time.

If federal funding is cut, user fees on commercial flights would also go up. A head department tax was one suggestion. The other was revenue sharing between "hub" and "spoke" airports, with Billings sharing its larger aircraft landing fees with the smaller spoke airports such as Helena.

The State Division of Aeronautics distributes an annual comparison of user fees for general aviation: Helena is about in the middle. Raising user fees is an issue since representatives of general aviation sit on the Board. Also, it's not known how high fees could be raised before the airport would lose a substantial portion of this business.

JURISDICTION: Hill County

FACILITY: Roads

TITLE/PERSON INTERVIEWED: Marv Kleinjan--Road Supervision
Toni Hager, Co. Commissioner

DATE: 5/30/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Roads are administered as direct service of county. Road department has supervisor 22 full-time, and 3 part-time employees.

2. Description of Facility: Road Department maintains all public bridges, and all county roads outside of Havre. Hill Co. maintains 3,200 miles of county road--the most of any county. 82 miles are paved, 400 miles are gravel, remainder use natural surface. The county maintains 75 bridges.

Road department's annual budget is \$1.1 million. \$700,000 from county property taxes, \$200,000 from federal and state gas taxes, and \$200,000 from federal revenue sharing. County levies 15 mills, maximum allowed by law. supervisor estimates county needs to budget \$1.8 million to maintain roads adequately. Most major roads are in good condition.

3. Problems: County is unable to maintain all roads in its system. Cost of maintenance on roads is high. Problems with rutting, washboarding, weeds, pot holes, rocks. Road stripes also needed on paved roads. Sign vandalism another problem. Two county bridges need replacement.

County will be cutting back its maintenance on local roads in order to adequately maintain major county roads. The co. will not be building new roads in the foreseeable future.

A. Causes: County has too many miles of roads. Areas of Hill County do not have locally available road building materials, causing many roads to be of inferior construction (sand, clay). Hauling of gravel 30 miles is very expensive, limiting county's ability to improve such roads and causing financial constraint to maintenance of what roads are graveled.

Road maintenance problems made worse by increased use of grain trucks.

Also problems with affordability of oil for paved surface road maintenance and petroleum in general for vehicle operation.

Buried cable within right-of-way a constraint to maintenance on some county roads. Electric and telephone.

Bridge problems are due to age.

B. How well are problems being met: Main roads are in good shape.

County is having to cut back on maintenance of local roads, and cease constructing new roads.

- C. Consequences of not meeting needs: Deteriorated local road conditions will result in inconvenience for rural county residents. Reduced road maintenance may increase seasonal constraints to grain hauling. Road deterioration may also contribute to weed growth problems on adjacent agricultural lands. Several noxious weeds are invasive species.

4. Constraints to solutions:

- A. Planning: The county does pre-planning of up to six years for major road projects, maintenance priorities established by county commission and road foreman. Major planning decision will be which roads to reduce service on.

Solutions:

- B. Financing: County feels its road and bridge budgets are inadequate to adequately maintain road system, even though road and bridge levies are at maximum, gas tax revenues have increased, and the bulk of revenue sharing monies are allocated to this service.

County very concerned about possible cutback in revenue sharing monies, which it uses for road o & m.

Solutions: County feels it needs to levy 4 more mills for roads and 1 for bridges to operate and maintain entire county road system.

- C. Legal:

Solutions:

- D. Operation and Maintenance:

Solutions:

- E. Public perceptions:

Solutions:

- F. Decision-making processes:

Solutions:

General Observations:

JURISDICTION: Yellowstone Co.

FACILITY: Roads

TITLE/PERSON INTERVIEWED: Harland Lund--Co. Surveyor

DATE: 6/5/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: State law requires co. road dept. be administered by co. surveyor, in co. where co. has population of 20,000. Co. Commission establishes budget for road dept. Dept. is responsible for maintenance of roads outside of cities, and all bridges.
2. Description of Facility: Yellowstone Co. has approximately 1,700 miles of co. road and 560 bridges. Approximately 250 miles of road are paved. Road quality in county varies widely.

County builds 20 to 30 miles of new road each year.

Road Dept. capital equipment also includes road building vehicles and machinery and maintenance facilities.

Annual budget for road dept. is \$2.2 million: \$1.4 million from property tax; \$575,000 from license plate fees; and \$330,000 from gas taxes.

3. Problems: Co. unable to keep up with road maintenance, or with need for new roads and upgrades of existing roads. "Problem worse each year."

Co. road maintenance equipment is old and in need of replacement.

Major co. bridges also in need of major repair or replacement.

- A. Causes: Road and bridge deterioration and demand for new or improved facilities is due to county population growth and increased settlement outside Billings.

Road deterioration also result of bigger trucks used by agriculture and changes in travel patterns, loss of BN R.R.

Bridge deterioration also result of structure age.

Co. has accepted hundreds of new co. roads which has notably increased co. road maintenance responsibilities.

- B. How well needs are being met: Portions of federal aid secondary system and some local roads are in poor shape, providing poor service. Quality of maintenance and new and improved road construction is expected to decrease due to anticipated funding shortages.
- C. Consequences of not meeting needs: Poor road and bridge conditions

contribute to discomfort and inconvenience for motorists. Poor road conditions and inadequate road system development may also cause inefficient travel and pose potential safety hazard to motorists and pedestrians.

4. Constraints to solutions:

- A. Planning: Co. does long-range (6-year) planning for federal secondary and roads. Process is slow and not responsive enough to needs of rapidly growing area.

Co. establishes priorities for co. road maintenance and improvements based on yearly needs and resources available.

Road dept. is in process of developing five-year replacement program for capital equipment, up until present, no capital equipment replacement plan was in place.

Solutions:

- B. Financing: Surveyor feels budget is insufficient to improve or even adequately maintain present road system. Surveyor acknowledges that increase on gas tax revenues has helped, but revenues are still not enough. Note, tax base of Yellowstone County has recently declined.

Budget for capital equipment replacement is \$100,000, surveyor feels budget of \$250,000 would still be inadequate.

Federal secondary aid budget inadequate for high use roads which county must maintain. State will hold co. FAS allocation in reserve fund until money is sufficient to undertake a major project.

A general need for more discretionary monies in budget.

(County levies 13 mills for roads, 15 mills are allowable.)
Financing major bridge improvements is also a problem for county.

Solutions: Increase gas taxes so persons most directly benefitting from road services would pay greatest share of service costs.

Reallocate federal monies for Interstates to local governments.

Co. Commission could levy more mills for roads and bridges or allocate revenue sharing income for such purposes.

- C. Legal: Co.'s need authority to create very large RSID for road maintenance in developing areas.

Solutions: Legislative action.

- D. Operation and Maintenance: Road Dept. approach is to balance road and bridge maintenance effort throughout entire system, but ack-

nowledges that county is losing ground. At risk is "system wide deterioration."

Capital equipment and machinery needs replacement, as maintenance costs for old equipment is very high.

Solutions: Use RSID's to finance road maintenance.

- E. Public perceptions: Surveyor feels there is general lack of awareness of the difficulty the county is having in maintaining and improving co. road system.

Solutions:

- F. Decision-making processes: Lack of adequate communication with co. commission is cited as a problem

Solutions:

General Observations:

JURISDICTION: GALLATIN COUNTY

FACILITY: Roads, Bridges

TITLE/PERSON INTERVIEWED: Sam Jianfrancisco - Road Supervisor
Wilbur Visser - County Commissioner

DATE: 5/31/84 L.B.

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** County wide taxes for the road department levied only in the County not City. Bridge department taxes levied also in the City because County maintains bridges.
2. **Description of Facility:** Roads, Bridges. County maintains 900 miles of road, 700 miles is gravel, 150 oil (paved), 50 that is dirt.

The road dept.: 9 motor patrol graders
11 dump trucks
snow equipment

The bridge dept.: 5 trucks
1 grader

Annual budget roads: \$1 million o&m
\$100,000 capital

Annual budget bridges: \$221,000 o&m
\$ 30,000 capital

3. **Problems:** Replacements on crisis instead of a maintenance basis. The \$100,000 annual capital budget doesn't buy even one piece of equipment. The paved 110 miles of road is "beyond repair" at \$56,000/mile just for an overlay. Reconstruction is \$110,000/mile.

Residents of subdivisions within 15 miles of Bozeman using poorly built roads are the major problem. The 20 acre loophole in the subdivision law has allowed much unreviewed, poorly planned land use that heavily impacts the roads. This is viewed as a problem for urban counties only, so changing the subdivision law doesn't get much support in the legislature.

- A. **Causes:** Most roads were poorly built with materials from the immediate area, not to any road standard and not adequate for current levels of traffic.

Maintenance in the past was not conducted on a routine schedule or in a planned manner, thus many of the roads are now considered beyond repair.

- B. How well needs are being met: 20 miles a year is updated/maintained. At least 500 miles needs maintenance, so the need is far from being met. The annual budget is well below that needed to reconstruct the poorly built roads, much less maintain the whole system.
- C. Consequences of not meeting needs: Road closures: In 1984, one road collapsed due to poor base. It is expected that more roads will collapse in the future and be closed with little short-term ability for replacement.

4. Constraints to solutions:

- A. Planning: No capital outlay program. Have had no records before this year and the ability to switch funds between programs within the budget has compounded the problem of record keeping, though it has been very useful to address greatest needs.

Solutions: Will begin maintenance and capital program this year hopefully with a computer program that accounts for long-term maintenance and capital outlay. Recordkeeping system will be established specifically for equipment and per mile costs. Cost-effectiveness will be analyzed. Long-term costs will be considered; attended conference on the cost savings of short-term maintenance versus deferred maintenance.

- B. Financing: Got \$180,000 last year from gas tax. Paid for 6 1/2 miles of replacement. 3.9 percent of the tax dollar goes to the road department. Road mill worth \$33,000 last year.

Subdivisions are creating road problems in outlying areas. By law, cannot assess the developer for off-site costs. Can switch funds between line items (this is good) but couldn't tell before now what was spent where. Can levy 5 miles for emergency repairs but don't want to raise taxes.

License fees pay for a small proportion of the budget.

Solutions: Establish ability to require the developer to provide for off-site road costs; contributing to a maintenance fund.

In an urban county, the county should get 2 cents more per gallon of the gas tax. SIDs, RSIDs are now being



taxed for maintenance. Gallatin only county doing this. The county has a cost-share program for replacement or reconstruction. Users of the road must agree to pay for 65%, which generally covers materials. The county provides labor at 35% share.

C. Legal: 20 acre splits of land aren't required in any way to plan or pay for roads.

Solutions: Need review of 20 acre subdivision loophole to coordinate road planning and should upgrade taxation value of the 20 acre parcels immediately to development value once they are split to pay for services.

D. Operation and Maintenance: Very difficult because roads weren't built well in the first place.

Solutions: See financing solutions. The county no longer accepts road dedications and is trying to abandon some of its existing roads.

E. Public perceptions: Public feels they're paying adequate gas taxes. Doesn't understand what happens to the tax dollar.

When short-term maintenance is done to offset long-term costs, the public complains because they see worse problems all around them. There is little understanding of the magnitude of the problem or how to correct it.

Solutions: Public education about where the tax dollar goes and about their responsibility to share in the cost of their local roads.

F. Decision-making processes: When showing costs on the secondary system, or when the county has a section of road within the secondary system, the state removes or rebuilds the county portions because they don't meet federal standards. State and federal standards aren't coordinated with local needs or standards. Good relationship with the state. It's the federal standards that are the problem. Example below.

Solutions: Need to get together on standards for roads and bridges. Need a compromise from the federal government on standards since many of the roads are overbuilt, while other needs are unmet.

General Observations:

Examples: 1. The state built a \$410,000 bridge, "best bridge in the state", that has road closures on either side because the county can't repair the road. Solution would be for the feds to negotiate for a bridge that

wasn't overbuilt and cost share the road serving it.

2. Dry Creek Road - county signed the road with one color of signs at a cost of \$5,000. The state standards required a different color of road signs so the state tore out and replaced the signs at a cost of \$28,000.

Subdivisions are the greatest problem within 15 miles of the city.

Solution: Developers pay percentage of initial development cost to the county. Establish a system for determining equitable road maintenance districts.

JURISDICTION: Deer Lodge

FACILITY: Road

TITLE/PERSON INTERVIEWED: Milo Smilonich - Street & Sewer
Commissioner

DATE: 5/22/84 J.B & L.B.

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** Road services are provided within the city limits. The road supervisor recommends annual work program and the streets, alleys and light committee reviews this, then recommends a program to the City Council.

2. **Description of Facility:** Streets, alleys, curbs, gutters and storm drains. Ninety percent of the streets within the City are paved. Heavy equipment consists of four dump trucks, paving equipment, grader, two loaders. The streets are generally in good condition. The State is responsible for Main Street which is on the FH system.

1984 total capital budget = \$30,000 equipment, gravel, sewer pipe, repairs.

3. **Problems:** The storm drain system is undersized to handle major runoff. The City experienced property damage from flooding in 1981. There is talk of replacement, but no specific funding is known, nor is there a CIP.

Some curb and gutter needs replacing/repair.

A. **Causes:** There has been considerable growth on the east hills above town. The additional impervious surfacing adds to the volume of water carried by Cottonwood Creek and the storm drain system, both of which overflow in high runoff periods.

Curb and gutter deterioration is due to age and lack of funds for preventative maintenance.

B. **How well needs are being met:** The road system is adequate. The stormwater system is underdesigned for major runoff periods.

C. **Consequences of not meeting needs:** Neglect of the stormwater system will result in property damage and potential public safety problems.

The curb, gutter and sidewalk deterioration results in reduced drainage control, reduced aesthetic and pedestrian inconvenience.

4. Constraints to solutions

- A. **Planning:** City has no master plan for long-range city road improvements or for improvements to storm drainage system. Road improvements on local streets are determined year-to-year based on road deterioration from winter. Improvement priorities established by the road committee. City is not growing, and does not foresee need for major improvements to road system.

City has no plan to upgrade its storm sewer system. City views curbs, gutters and sidewalks as individual landowner responsibility.

Solutions: City feels roads are in good shape under present system of annually allocating maintenance priorities.

City reluctant to pursue planning of storm sewer improvements given its recent construction of major water and sewer system improvements.

- B. **Financing:** City road services are financed primarily from local tax revenues derived from the City's all-purpose mill levy, revenue sharing, and through state and federal gas tax payments. Recent increase in federal gas tax allocations has notably enhanced the City's ability to maintain streets.

The City feels it is already at its practical debt limit and the ability of residents to pay for major capital systems.

The City would prefer to pay for new roads, and new and improved streets, gutters and sidewalks through special improvement districts.

City levies a 65 mill all-purpose levy which it interprets as maximum allowable under state law. The City has no significant replacement and depreciation fund to finance long-term road system and storm sewer improvements.

Solutions:

- C. **Legal:** Under current budget procedure laws, City claims it is not allowed to carry over specifically earmarked funds from one fiscal year to the next in order to finance long-term capital road or storm sewer system improvements.

Solutions:

- D. Operation and Maintenance: Operation and maintenance of road system has been enhanced by increase in federal gas tax revenues to local governments. O & M could become more efficient if City could purchase additional road maintenance equipment, but City feels equipment is not cost-effective in City the size of Deer Lodge. The city is often able to contract locally or cooperate with the county for needed equipment. City does repairs or major maintenance on approximately ten blocks of city road a year.

Solutions:

- E. Public perceptions: Road service is highly visible, and public is quick to complain when roads become deteriorated. Unclear whether public perceives need for storm sewer system.

Solutions:

- F. Decision-making processes: Mayor and City Council very active in planning, administration and financing of City road services. Council determines annual budget for improvements, improvement priorities, and oversees O & M activities.

Solutions:

General Observations:

Deer Lodge's local streets are adequately maintained. At current funding level and current demand for service, City streets do not pose a problem.

Storm sewer problem is not currently being addressed, and apparently is not considered a capital improvement priority. This may be because the council feels the City residents will not support or cannot afford to pay for another major capital improvement in addition to its water and sewer systems.

JURISDICTION: City of Helena

FACILITY: Streets, roads, curb and gutter, storm drainage

TITLE/PERSON INTERVIEWED: Dick Nesbitt - Public Works Director
Bob Erickson - Road Superintendent
Mike Kaiser - Ass't Public Works Director

DATE: 5/11/84 J.B. L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: City wide. Serves the 24,000 population as well as tourists.
2. Description of facility This facility type includes streets, signs, signals, storm drains, curb and gutter. Parking lots are not included. There are approximately 160 miles of road maintained by the city.

Budget for capital expenditures	\$700,000 streets
	70,000 traffic signing
	35,000 signals
	25,000 storm drains

Major new road projects are not included in this budget.

3. Problems: The city street program is in very good shape except for some curb and gutter problems. The City has a \$.5 million annual program to repair 1.5 miles of road a year. If they can sustain the funding level, they can meet the needs. There are three primary reasons. (1) The roads have permanent paving that includes good base and seal-higher short-term costs but much lower long-term costs. (2) Their maintenance program is based on thorough and modern techniques. (3) The gas tax increase clearly helped with funding.

There are approximately 320 miles of curb and gutter in the city; 8 percent needs replacement.

- A. Causes: The City has been reluctant to force the landowner to replace curb and gutter as provided for by law (see financing).
- B. How well needs are being met: With the exception of curb and gutter repair, this facility type is in good shape.
- C. Consequences of not meeting needs: Drainage could be

impeded in certain areas where curb and gutters are deteriorating. If maintenance was not performed at this level, the public would complain, auto damage might result, and traffic could slow.

4. Constraints to solutions:

- A. Planning: Under the road maintenance program, every road in town is repaired at least once every five years. The CIP allows for coordination with other departments. There are also a Gas Tax Plan and a Transportation Plan for the City. Engineering studies examine the specific qualities of volumes, load limits and soil properties.

There is no specific cost-benefit analysis, but the city is aware of computer programs that allow such analyses as the long-term costs of deferred maintenance.

There is a program called PAVER that was referred to - showed point in time when deferred maintenance cost more than timely maintenance.

Good planning, solutions unnecessary.

- B. Financing: The road program is primarily funded through gas tax revenues (446,000 FY '84). Can be used for maintenance, reconstruction, construction, storm drain repair, signals and signs. Other sources of revenue include revenue sharing, parking and traffic funds, the general fund mill levy, street openings, dust control districts, Helena Housing Authority fees, SID's and street maintenance districts. The latter two mechanisms are the closest thing to user fees. The street maintenance districts were provided for in the last legislature so the City intends to begin more wide spread use of this method of funding.

State law says that curb, gutter and sidewalk are the responsibility of the landowner. The City can request that the owner repair the facility and if he/she refuses, can order repair and assess taxes for reimbursement on the individual's tax bill. This is dependent on City Commission policy, and so far the City is unwilling to do this.

Solutions: As revenue sharing and any other source of funding decreases, the reliance on street maintenance districts will increase.

If curb and gutter problems become critical for safety or drainage reasons, City policy could be changed.

- C. Legal: Liberalization of the street maintenance

districts helped finance maintenance, replacement through user fees. You can't buy capital equipment with gas tax revenues.

Solutions: "The restriction against using gas tax revenues for major new capital expenditures should be eliminated."

- D. Operation and Maintenance: Maintenance could be improved with more funding but there was generally a sense of well-being conveyed about this facility type during the interview. Good crew, good (relative) funding, and a good understanding of current and long-term O&M.

Solutions:

- E. Public perceptions: When there are specific problems with stretches of road, the city manager, commissioners or the director get phone calls. People are generally willing to pay for road maintenance.

Solutions:

- F. Decision-making processes: The process is internal except for the city manager and commission get involved during the budget process or when major new construction is contemplated. Then the State Highway Department might also become involved as it does with overall transportation planning. There were no constraints identified.

Solutions:

General Observations:

JURISDICTION: Glendive

FACILITY: Storm-sewer and roads, curb & gutter

TITLE/PERSON INTERVIEWED: Pete Schleitlin--Asst. public works director
Marvin Ulrich--shop foreman

DATE 6/7/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Citywide
2. Description of Facility: About 80% of roads are paved. Most paved street has curb & gutter. Storm sewer system in the downtown area, the rest is naturally drained.

The State Hwy Dept. maintains about 2 miles of road within the city on the highway system.

3. Problems: Currently overlay roads with chip seal but some roads need complete replacement--about 2 miles. Some streets are overlaid so many times that curb and gutter system is useless. About 30% of the roads are in need of major repair.

Pipes are collapsing and cracking in the storm sewer system. Approximately 1/3 needs replacement

- A. Causes: Age of the roads in the older part of town. The original roads were built on old creek beds, so the base is unstable.

Storm sewer system is too small for major runoff event.

- B. How well needs are being met: 30% needs major repair. Haven't done any major repair for at least 24 years. Concentrate on cosmetic repair.

- C. Consequences of not meeting needs: Eventually drainage system won't work effectively.

4. Constraints to solutions:

- A. Planning: No plans to replace storm sewer. Repairs based on general knowledge of the street system.

Solutions:

- B. Financing: Gas tax is main source of repair money. General fund, sprinkler districts.

Solutions:

- C. Legal: No problems. Work well with the State Highway Department.

Solutions:

- D. Operation and Maintenance: Usually repair one primary area a year through gas tax, plus repair pot holes. End up doing cosmetic repair instead of replacement, or preventive repair but can't fund this.

Maintenance costs are relatively high because repair needs aren't being met.

Solutions:

- E. Public perceptions: Public complains when there is a problem. The city generally responds to these.

Solutions:

- F. Decision-making processes:

Solutions:

General Observations:

JURISDICTION: Cutbank

FACILITY: Streets, storm drainage, curb & gutter

TITLE/PERSON INTERVIEWED: Gary Smith--City Superintendent

DATE 6/14/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Citywide. Main St. and 3 blks. of Central St. are on the highway system, maintained by the state.
2. Description of Facility: 28.2 miles of street, 17 miles of paved street, 2.4 miles of gravelled road, .9 miles of bladed and graded road. Alleys cover 7.82 miles.

About 90% of the streets have curb and gutter.

Only a portion of the town has storm sewers. These areas collect runoff from the majority of streets that are naturally drained.

3. Problems: General deterioration. 21 years ago, repaved all city streets through a city-wide SID. This has just been paid off.

Storm sewer and curb and gutter systems are in good shape. The city hasn't had an intense precipitation event in 3 years so no crucial problems have been identified.

- A. Causes: Age. Delayed maintenance due to lack of finances.
- B. How well needs are being met: Needs are being met well. The optimum situation would be to do reconstruction but will do repairing instead.
- C. Consequences of not meeting needs: Complaints, loss of street paving structure, more expensive maintenance.

4. Constraints to solutions:

- A. Planning: Council has requested a street repair system plan from the superintendent. This will include a schedule and cost of repair.

Also have a yearly road work program now developed by the superintendent.

Solutions:

- B. Financing: Gas tax, mill levy, some revenue sharing.

Solutions: Working on agreements with Shelby and Conrad to purchase mutual equipment for road maintenance, e.g. crack sealer, slurry sealer. None can afford these individually, but could afford these mutually--have

been working on this for 3 years.

A nine member board would administer the shared equipment. There would be 2 representatives from each city council plus the maintenance superintendent from each city.

The city may also go to a 5 year maintenance district to fund road improvements tied to the 5 year plan.

C. Legal:

Solutions:

D. Operation and Maintenance: Time available maintenance schedule, hinged on finances & available personnel. Based on knowledge of the system, poor base, repairs where excavations for sewer and water improvements have been conducted.

Solutions: Will probably be implementing a formal street maintenance system.

E. Public perceptions: The public complains only if there's a specific problem--city responds.

Solutions:

F. Decision-making processes:

Solutions:

General Observations:

JURISDICTION: City of Billings

FACILITY: Bus System

TITLE/PERSON INTERVIEWED: John Adamson--Transit manager

DATE: 6/5/84

SUMMARY SHEET
Stakeholders

1. Type of Administration: City administered service. City-wide service within three blocks of any area of the city. Traffic control and transportation bd. advisory to the city council, can recommend policy to the council. Transit manager administers the service and works with the city manager and then with the council.
2. Description of Facility: A bus system has been functional in Billings since the early 1900s. The MET system has been on line since 1972, as a City-operated facility. "New image" buses were purchased in 1979.

Office rented in the library for administration.

A new storage, maintenance and administration facility was completed in 1984, designed with expansion capability and energy efficiency in mind. (Super-insulated, overhead windows for lighting.) Building is all electronically controlled.

Have: 18 39-passenger buses
2 service vehicles, admin.
dispatch facilities
10-12 bus shelters w/ 3 more being built this month

Annual o & m = \$700,000 +

Buying replacement buses eventually at a rate of 2/yr.

3. Problems: The main need is for a downtown transit facility--widening streets, narrower longer shelters. Eventually, will need a park and ride in Billings Heights.

One possibility is that the City would take over para-transit (Special Transit, Inc.) A storage maintenance facility for vehicles is badly needed by S.T.I. so this could become a city need. Probably won't happen.

Eventually, will need a block of covered waiting area and bus pull-through-- a bus station for the downtown area--funded through tax increment district & UMTA. \$2 million estimated.

- A. Causes: Traffic problem, street curb parkway is deteriorating because of the buses--need to replace w/ concrete to reduce maintenance. Billings Heights--recent annexation. The present transit facility is spread over three blocks, need an all weather facility downtown.

- B. How well needs are being met: Growing ridership every month over same month previous year. Rate increases haven't affected this. Very small transit-dependent population in Billings so meeting the need. Will carry 3-4 million people this year, 2700 trips per day. Carry about 10% of travel trips. Rough estimates.
- C. Consequences of not meeting needs: Repair of the transfer facility or long-term repair costs will outstrip concrete replacement costs. Will decrease maintenance costs on tires, bus repairs. Eventually, ridership could be negatively affected if no all-weather waiting station is provided downtown.

4. Constraints to solutions: A market strategy was carried out last year. Provided new schedules and new schedule distribution system.

- A. Planning: Hired a marketing consultant & planning major street parkway and shelter replacement at present. Will conduct another long-range marketing strategy to be initiated this fall.

Count passengers every day, ultimately to analyze cost-effectiveness of the routes. Future growth and replacement schedule is set and accommodated. Have origin and destination studies.

Solutions:

- B. Financing: The City can levy 10 mills specifically for transit. It will probably reach this by 1986-88. 9 mills are levied now by City specifically to support this system = 44% of budget. Fares represent 18% of revenue. Special charter services provide less than 1%. Federal grants are 36%. State grant = 2-3% advertising--15-16,000 per year.

The new transfer facility is proposed to be financed through tax increment district funds. This was the 1st priority for funding, through the tax increment, as determined by the city council.

Solutions: 50% fare structure increase in 1985-86. Doing study to decide major jump or gradual increases. State ranks lowest in support for transit. Need more state support for transit.

- C. Legal: If S.T.I. didn't exist, it would cost the city a minimum of \$600,000 to provide wheelchair lifts on the buses. Lifts only work 6 months/yr due to weather. Lifts are required by 504 federal regulations.

Davis-Bacon Act requires that union scale rates must prevail. Adds est. 15-20% on wage for construction projects.

Solutions: Re-examine Davis-Bacon at the Fed. level. 504 regs need a cost-benefit analysis to see where these should be applied. Ought to promote separate but equal services as is now done with para-transit, but for services e.g. grocery, shopping, social trips. Handicapped people often want to be mainstreamed but it costs far more within the MET system.

- D. Operation and Maintenance: Operations and maintenance were taken into account during the design of the new terminal. e.g. \$20,000/yr is saved by placing fuel pumps at each bus bay in fuel, staff and liability alone.

Have a reserve fund for capital expenditures, adequate to carry the system through 1991.

UMTA requires an annual operations & maintenance records, civil rights reporting system. Both use different reporting system. Record keeping.

Solutions: Are automating the preventative maintenance program. Instituted a preventative maintenance program 5 months ago.

Use same terms for calculating for federal record keeping.

- E. Public perceptions: Excellent support for the bus system. City overwhelmingly passed the 10 mill levy for transit, mainly due to the seniors population in Billings.

Solutions: Staff tried to be extremely responsive to the public desires and needs (routing). Buses were used as an image on the news logo, and media coverage has been very favorable.

- F. Decision-making processes: There have been adjustments from the old mgmt. system to formal management system.

Transportation board has been in existence since 1972 as a management arm of the old form of government. Board hasn't always had a clear purpose, isn't as effective as it could be. Personnel funding issues needed help--policy and management issues have gotten confused at the board level.

Solutions: Annually clarify purpose, explain role. Board needs specific problems to resolve provided by staff.

General Observations:

This is a well-run, well-planned and financed system made possible by the Charter/self-government form of government.

JURISDICTION: Yellowstone County

FACILITY: Elderly & Handicapped Bus System

TITLE/PERSON INTERVIEWED: Earl Welty--Executive Director
Orville Meyer--Transportation Director

DATE: 6/4/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Special Transportation Inc. (S.T.I.) is a non-profit corporation with a policy-making board of directors. There is a transportation advisory committee made up of representatives of each contracting agency, funders of S.T.I. This board provides technical assistance. The service area is primarily Laurel and Billings--7 mile radius. City of Custer was given its own van.
2. Description of Facility: 14 vehicles--transportation vans specialized to meet e & h needs. 6 out of 14 are chairlift equipped. The service is dispatched and administered out of a gas station/garage.
1 company pick-up.
Dispatch capabilities at garage, records keeper, director, 10-12 drivers. Getting 2 new vans at \$20,000 and approved for 7 new vans for the next year.

annual o & m = \$309,000--for medical trips to and from the doctor
capital = \$ 75,000/yr to replace vehicles.
3. Problems: No problems with capital purchase for vans. Need long-term best arrangement for S.T.I. admin. and maintenance area storage of vehicles. 17-25 vehicles. There is no acquisition fund for this purpose. (est. at \$225,000 total cost for central facility.)
 - A. Causes: Age of vehicles, 16B2 grant requires that vans be replaced every 5 years or 125,000 mileage range. Growth in the aging population and more people know about the service. Frailty of people is increasing.
 - B. How well needs are being met: Serving only medical trips and meal trip calls, provide foster grandparent RSVP rides, minor contracts with school dist. Technically, don't have transportation for social, shopping or other trips. After July 1st, 4 hrs, 10-2 for other trips will be provided. Doing well in meeting need but medical trips needs have doubled in the last year. "Haven't had to say no yet."
 - C. Consequences of not meeting needs: People won't get where they need for medical help, and other social services.
4. Constraints to solutions:
 - A. Planning: Looking at options for long-term, best situation for admin, garage, maintenance facilities. May go to allocating vans to specific service areas. Insurance and maintenance are still questions.

Solutions: Hired a consultant to look at new facility; options will be submitted to the committee and the Board.

- B. Financing: There is a 16B2 Dept. of Commerce grant that is funding the vans. SRS, Commerce, D.D. of SRS are all contributing to the van purchase. 80%-20% match.

Currently charge contracting agencies at cost per ride for services. Includes Yellowstone County Council on Aging = \$135,000, Dev. Disabled Services = \$72,000 City = \$30,000--S.T.I. is the local handicapped transportation option required by federal law.

Revenue sharing, general fund for county share.

Haven't raised fees for 1.5 years. Will be this year. Ask for donations, contributions if the riders can afford this. Amounted to about \$20,000 this year.

Solutions: Federal monies, city grant. Built a new MET bus garage in the city that the S.T.I. wasn't involved in. So there are no available spaces in the city facility. MET has old bldg./might work.

Consultant is looking at local options.

- C. Legal: Senate Bill 21 stated that the county gov't could levy up to 1 mill for elderly and handicapped transportation. If that could be utilized for the S.T.I. it would help.

504 regulations require that the e & h be taken care of the same as anyone else. This increases the need for S.T.I. services.

Solutions:

- D. Operation and Maintenance: Job out vans to local mechanics who give preference in priority for repair. Might use city motor pool to contract maintenance services. City is union, S.T.I. isn't, this is a problem that has to be negotiated.
- E. Public perceptions: The city's MET bus is a concern since this is considered a less "good looking" service. County public at large isn't aware of the service, but if they didn't have the service, the public would really perceive the need.

Solutions: Don't want to do a lot of advertising because demand would increase too much. Could rally support for local hearings without any problem.

- F. Decision-making processes: Autonomous pretty much with the current president of the Bd. of Directors. Works well. Full Board approves budget.

Solutions:

General Observations:

JURISDICTION: Yellowstone County

FACILITY: Fire protection

TITLE/PERSON INTERVIEWED: Jim Kraft--Rural Fire Administrator

DATE: 6/4/84

SUMMARY SHEET
Stakeholders

1. Type of Administration: There are 16 rural fire districts. Some are taxable districts, some receive county funds for wildland/grass fires, and some are covered only by individual contracted subscription services. Sheriff, by law, is the County Fire Marshall.
2. Description of Facility: County equipment consists of excess federal property, generally cargo trucks of the 1950 and 1960 vintage that have been converted to fire trucks with water tanks. Many of these districts have privately purchased equipment.

Some trucks provided by the Division of Forestry.

Radio equipment consists of a fire channel and common law enforcement channel. Can communicate between trucks and with the sheriff's dispatcher. 5 organized rural departments are on contract w/ the County for suppression of grass fires.

Annual budget o & m \$15,000
capital \$10,000

3. Problems: No structural fire protection for about 10-20% of the structures in the county. County districts have real varied response ability based on whether they are volunteer, trained, equipped personnel with a station. Many of the districts are covered only by a truck and a few citizen volunteers.

Need a replacement program for the trucks.

- A. Causes: District formation requires 50% of landowners and residents to approve entry into a funded district.
 - B. How well needs are being met: Rural fire protection is working pretty well, the main need is for training of the volunteer departments. Loss of life and property damage haven't been high over the past 10 years (no loss of life).
 - C. Consequences of not meeting needs: No major needs identified except replacement program for trucks. Higher insurance rates for poorly protected areas.
4. Constraints to solutions:

- A. Planning: Need to have a replacement planning system.

Solutions: Institute a capital improvement program--but don't know

to fund this other than general fund.

- B. Financing: By law, the County can levy \$15,000 for fire protection if they are at their mill levy limit. (Mill levy and revenue sharing fund the program.) If they are not at their mill levy, they can levy more than \$15,000 and the Director has asked the county to do this.

Solutions: Subscription services, private donations and fundraisers. Federal excess equipment program reinstated.

- C. Legal: If there was a legal requirement that the County respond to structural fires, the County couldn't afford to provide structural fire protection. It takes much more expensive equipment and training for structures than grassfire protection.

Solutions: Let the public pay through subscription or form a county-wide tax district, but don't know if taxes could support this.

- D. Operation and Maintenance: Each volunteer group maintains its own County-donated vehicle except in the "initial attack areas" where the County donates a vehicle to a private rancher for a large rural area. The County maintains these vehicles.

- E. Public perceptions: Some citizens aren't aware that they don't have structural fire protection. If a fire occurred where there wasn't structural protection, a rural grassfire dept. would probably respond even though they aren't obligated.

Solutions: The public is so crisis oriented that you wouldn't do much good for the money you spent on public education. Ranchers are pretty independent and self-sufficient, so it would be a waste of money to establish a public education program.

- F. Decision-making processes: The Rural Fire Council is made up of all the 16 rural departments. They advise coordinator regarding funding process. The Sheriff as county fire marshall serves as training and support role, arson investigator. This system works well.

Solutions:

General Observations:

1983, County contracted w/ the O'Donnell private fire service. The county had a major fire. Weather conditions were hot, dry and windy. Due to a clause in the contract, because they were a private provider, allowed the contractor to charge \$100 per truck per hour for every hour over 2 that a fire was fought. This cost the County \$20,000 to fight the fire so that the County will go back to a rural service provider contract rather than a private protection service.

Increased levels of training and a replacement fund are the two main needs.

JURISDICTION: Glendive

FACILITY: Fire Protection

TITLE/PERSON INTERVIEWED: Paul Latka--Fire Chief

DATE: 6/7/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Citywide except for West Glendive where there is a separate fire district. Mutual aid agreement to provide limited service within 5 miles of Glendive. The city owned ambulance service is run out of this department.
2. Description of Facility: 1 fire station--this is a paid and part-paid department.
2 pumper trucks
1 pumper/snorkle truck (ladder truck)
1 pick-up w/equipment for inspection and salvage.

Buying an ambulance for an admin. car and mobile command post w/ radio hook-up.

Annual o & m--\$155,000 w/ salaries
capital--\$20,000 I
3. Problems: Some equipment and hose is old even though it still passes inspection. Revenue sharing is only source of money for replacement.
 - A. Causes: The city is at 65 mill levy limit, and this service is reliant on the general fund.
 - B. How well needs are being met: Needs are being met although not adequate training or equipment for a hazardous spill from the railroad.

The City has a Class 5 insurance rating due to the layout and structure types in town.
 - C. Consequences of not meeting needs: Could have a major health hazard if there was a hazardous waste spill from the railroad.
4. Constraints to solutions:
 - A. Planning: Have initiated a handbook for firefighters on how to handle a fire incident.

Chief is getting training on management and administration.

Solutions: Future fire chiefs should be "groomed" in order to shift from firefighter to chief. There isn't adequate training for changeover at present within departments.
 - B. Financing: City department is funded by the general fund so budgets

are extremely tight. Revenue sharing is the only source of capital funding.

Solutions:

- C. Legal: There are increasing duties required by law of fire chiefs with no money to pay for these--this is putting the local chief in an untenable situation legally. These include fire inspection intervals and record keeping.

Solutions: Change these laws or provide for other sources of finance.

- D. Operations and Maintenance: Replaced a truck in 1981 with revenue sharing. Replacing safety equipment and hose incrementally.

Conduct a preventive remodeling and maintenance program, including paint. Keep testing and other repair records.

Solutions: Works well but can't buy parts & equipment in bulk due to budgeting constraints. Would like to keep records on a computer--might help lower insurance rates.

- E. Public perceptions: The taxpayers scrutinize public services even more now that times are tight--people think that there might be waste.

Fire department generally has "positive contacts" with the public.

Solutions: Go to schools and service groups for fire prevention but could be doing more.

- F. Decision-making processes: Have a delinquency committee for attendance problems. Have drivers meetings and department meeting once a month. Have an officers' meeting once a month.

Draft budget and policy internally, approved by Council.

Solutions: Rely on assistant chief and officers for many major decision.

General Observations: Need more training. Gt. Falls school comes to Glendive--very helpful. But so many new techniques each year in hazardous materials, investigation and fire suppression techniques. Feel access to information is low. Miles City is an hour + away so hard to share resources such as hazardous waste clean-up equipment.

State meetings for fire chiefs, and training meetings really help share information, stresses of the job. First thing to be cut during budgets but they're a real morale booster.

JURISDICTION: Cutbank

FACILITY: Fire Protection

TITLE/PERSON INTERVIEWED: Jim Newman--Fire Chief

DATE: 6/14/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: City-wide coverage. Board meets twice/month. There is no full-time paid staff. The chief administers the department for \$50/month with the help of a secretary.

2. Description of Facility: 1 new fire station (City hall is old fire hall.)

2 pumper trucks (2-1000' gal pumpers)
Have one new vehicle financed by a bond issue g.o. bond.

25 people serve city and county with an all volunteer department. Provide full "turn-out" gear. Chief is paid \$50.00/month.

3. Problems: Need large diameter hose, smoke masks. Have no communication equipment at the fire scene. 1 truck with a radio--these are on-going replacement needs. Have good equipment now.

In the next 3-4 years, will look at new truck. It's 15 years old now--probably cost \$125,000.

A. Causes: Equipment is old. Equipment sits with water in it, rusts, corrodes equipment. Large diameter hose is like "laying a water main on top of the street." There's no friction loss.

B. How well needs are being met: Needs are being met well. No equipment failures to date. Staff is paged, on an average 15-20 men show up.

C. Consequences of not meeting needs: N/A

4. Constraints to solutions:

A. Planning: Training is on-going all summer. Have 2 certified instruction officers that get trained at the state office. Come back and train officers.

Solutions:

B. Financing: Total budget last year was \$17,000. Includes everything o & m, salaries--\$4,000 was for capital equipment.

Solutions:

C. Legal: Many of the volunteer firemen are attorneys. There haven't been any lawsuits to date.

Solutions: Remove personal liability. Only say what "suspected" cause

of fire is, to protect from liability. Attorneys train men on things to say/not say.

- D. Operation and Maintenance: Volunteers do some maintenance, local mechanics.

Solutions:

- E. Public perceptions: Good relationship with the public. Have a waiting list of people to get on the department--prestige, good equipment.

Solutions:

- F. Decision-making processes: Chief, asst. chief and a training officer. This is the administrative board. Chief does fire reports, secretary does billing. Dispatched from county sheriff's office.

Solutions:

General Observations:

Department benefits from tremendous volunteerism--mechanics, fighting fire incidents, participation rates at each fire are high. There was a five person waiting list to fill one position last month.

JURISDICTION: Lewis & Clark County

FACILITY: Fire Protection/Lewis & Clark Volunteer Fire District

TITLE/PERSON INTERVIEWED: Bill Ridgeway - District Volunteer and
Member of Montana Fire Council

DATE: 5/14/84 L.B. J.B.

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** The District is made up of 16 volunteers, and is administered by the sheriff's department. There are 21 districts in the county--7 are tax supported and the rest are volunteer. This district covers the remaining area--100,000 acres.

2. **Description of Facility:** The District has 2 county owned pick-ups and 3 trucks from the Department of State Lands. Two of the trucks are equipped with 200,000 gallon water storage tanks. The storage facility for the trucks is a spare garage at the sheriff's complex. Radio communications are via the sheriff's office.

Funding is provided by the County general fund through the sheriff's budget. O&M \$3,000/annually. The State gives the County Title-4 funds that account for \$1,100 for capital costs annually.

3. **Problems:** The District is technically only responsible for suppression of wildland and grassfires. There are approximately 2,000 homes within the jurisdiction with no fire protection, although the District would respond if wildland or grassland were in danger.

A countywide fire district or separate districts covering the county should be formed to adequately provide protection. However, this would cost approximately \$150,000 per district for equipment, storage, trucks, radios, and requires that 50% of the people and 50% of the landowners must agree to form the district. In rural areas, large landowners don't want to bear the cost.

The fact that staff isn't paid, provides less incentive to perform routine duties.

- A. **Causes:** Population growth and the sprawled nature of that growth is the major problem. There are no regulations tht allow the planning department to deny subdivisions based on no fire protection. Much of the growth is in remote, dry areas.

There is no funding to pay staff.

B. How well needs are being met: There are currently many remote and/or rural areas of the County that are experiencing housing growth with little or no structural fire protection. The sparse population and large land area make district formation unfeasible.

C. Consequences of not meeting needs:

Remote area public safety hazards
Loss of property--concomitant expensive insurance rates
Deaths
Lawsuits against the County

4. Constraints to solutions

A. Planning: There is no overall fire protection plan for the County. The Montana Fire Council serves as a coordinating body. This isn't viewed as a major problem, as it is not a daily full-time, highly staffed facility type. The major need is in coordinating District responsibilities.

Solutions:

B. Financing: The general fund allocation is the only way of funding this particular district, unless people would agree to form a sub-district and tax themselves.

The County could levy a blanket \$15,000 tax allowed under the law, but they don't "because it's politically unfavorable" and appears to be double taxation for the same service. It is felt that the \$15,000 is too arbitrary, that it is not dependent on population or size of the county--larger counties or more populated might need more.

Solutions: Change laws to allow counties more flexibility in tax levies for rural fire districts with a greater ceiling for larger/more populous counties.

C. Legal: In a recent instance, a volunteer suggested that the fire might be arson-related to a standerby who happened to be the owner of the burning house. The owner sued the volunteer.

It was also suggested that the laws be changed to allow districts to be responsible for structural fires. However, without user funded districts, this might be inappropriate for small staffs covering large districts--then there might be some grave liability problems.

Solutions: Remove personal liability clauses for volunteer fire protection.

- D. Operation and Maintenance: There isn't regular maintenance of the vehicles because there are no paid employees. Maintenance is performed randomly, when someone has time. The vehicles aren't used often, but when used, it's tough duty. There is no repair or replacement fund. Emergency expenditures come out of the sheriff's budget.

Solutions: One solution would be a maintenance contract, with State Lands perhaps, for the vehicles.

- E. Public perceptions: People don't know where their districts are, nor do the districts know exactly where the other districts are. Aside from high insurance rates, many would not be alerted to the fact that there is little or no fire protection for their structural property.

Solutions: Public education programs.

- F. Decision-making processes: Aside from budgeting, there is no on-going decision-making process.

Solutions:

General Observations:

"Politics affect the budgeting process." Since the sheriff is an elected official, he wouldn't want to recommend that taxes be raised for fire protection. This would increase his budget for service areas not directly related to law enforcement.

JURISDICTION: Deer Lodge

FACILITY: Fire Protection

TITLE/PERSON INTERVIEWED: Jim Gilbert - Fire Chief/City Bldg.
Supervisor
846-2238 (O)
846-1946 (H)
Barbara McComber - City Clerk

DATE: 5/22/84

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** City department serving 4,000 people. Also contract with rural fire district (house trucks, furnish personnel). Prison has its own department. The City contracts with National Public Service for fire protection of Grant Kohrs' ranch.
2. **Description of Facility:** Emergency dispatch shared by City and County through the sheriff's office.

4 fire trucks--3 trucks, 1 tanker all radio equipped
1 storage facility--built in the 1920's
No full-time staff. Partial payment 20 men
Hats, coats, gloves paid for by the City
3. **Problems:** Enough to maintain equipment but not enough to buy new equipment. Anticipate need for new trucks right now. Truck is 30 years old. Need budget to buy boots for men, right now they provide their own. Storage facility built in 1920. Not large enough for maintenance or training classes.
 - A. **Causes:** No replacement fund (trucks cost \$60,000-\$70,000). Trucks have a lifetime of 30 years and one is 30 years old.
 - B. **How well needs are being met:** Generally well met. The big concern is equipment breakdown due to age.
 - C. **Consequences of not meeting needs:** Equipment breakdown could cause a disruption of service at a critical time. Public safety would be at risk.
4. **Constraints to solutions**
 - A. **Planning:** Prepare budget with City Clerk. Go over last year's budget and prepare a preliminary budget.

This then goes before the finance committee and then the City Council. There is not an overall fire protection plan.

Solutions:

- B. Financing: Revenue sharing not available. The revenue bond is the only source available to raise capital quickly for a large expenditure like a fire truck. They need a replacement fund. (Are there legal restrictions on such a fund? If so, this is a legal impediment.)

The City has been reluctant to enter into a CIP because they are at their 65 mill levy limit. They feel that services would have to be cut to enter into a CIP and start the allowable set aside/replacement funds. State law limits the set aside of any one levy to 10% and allows 5% of the general all-purpose levy for CIP's.

Solutions: Raise the allowable mill levy.

- C. Legal:

Solutions:

- D. Operation and Maintenance: Fire chief conducts maintenance of storage building. When there are major breakdowns, the trucks are serviced by Superior Fire Apparatus. Otherwise, department volunteer mechanics or local mechanics maintain the trucks. Long-term costs of deferred maintenance are recognized but not quantified.

Solutions: State fire protection training courses could provide information on the trade-offs between timely maintenance and the long-term costs of deferred maintenance.

- E. Public perceptions: Good relationship with the public.

Solutions:

- F. Decision-making processes: Decision making is similar for all departments in Deer Lodge. The department administrator makes most internal decisions, but the city clerk, fire and fireman's relief committee, the finance committee and the council decide on major problems and budget.

Solutions:

General Observations:

These comments pertain to training rather than facilities: Could use more training of men from the Fire Services Training School (Fire Marshal Bureau), a form of TA from the State (run out of Great Falls, paid for by the State). The City pays volunteers' expenses to go to the school, but not salary. Training is generally on the job plus required to learn from a training manual. Also can take seminars on smoke diving, strategic attack (given by Great Falls school, teachers paid by the State).

JURISDICTION: Yellowstone Co.

FACILITY: Co. Parks

TITLE/PERSON INTERVIEWED: Co. Park Bd. Chairman--Jim Sandall

DATE: 6/5/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: County parks are administered by County Park Board, which was formed by county commission in 1983. The 9 member board is appointed by the county commission. Homeowner groups also play active roles in financing and operation and maintenance of neighborhood park facilities. The county has no park maintenance personnel.
2. Description of Facility: Park bd. administers approximately 110 parcels, of which only 10 to 15 are developed. Nearly all parcels were created by requirements of subdivision process. Such parcels, when developed, serve as neighborhood parks for adjoining subdivision. Exceptions are the 20 acre Two Moon Park on the Yellowstone River and women's softball fields, which serve the entire Billings area.

A more accurate inventory of county park land is currently being developed by consultant to park board.

3. Problems: County's developed park system is inadequate to serve the population of the unincorporated areas surrounding Billings (est 25,000).

County isn't clear as to how much park land it owns or exactly where it is located.

Many parcels dedicated to co. as part of subdivision process are unusable for parks because of their physical constraints. "Much of co. park land is trash."

Much dedicated park land is of insufficient size and too fragmented to be developed into desirably sized parks.

- A. Causes: Unincorporated area around Billings has experienced majority of recent new housing development in Billings Metropolitan area, creating demand for city type park facilities.

Subdivision law requires land dedicated for park land, but does not establish criteria for characteristics of land dedicated, thus developers donate least developable parcels.

Until co. established Park Bd. in 1983, co. did not have administrative mechanism in place to manage park land. Clear records were not kept of park lands.

- B. How well needs are being met: Area outside Billings city limits is now a substantial urban area with urban-type park needs.

County is receiving requests from area residents for improved park services.

Unmet demand for park services will increase as unincorporated area continues to grow; as so projected.

- C. Consequences of not meeting needs: Absence of convenient access to quality parks reduced quality of life for residents of unincorporated area. This is more of a problem in an eastern Montana community, because public land is not as accessible. Absence of county parks also increases pressure on City of Billings parks, without contributing financially to city park operation and maintenance.

4. Constraints to solutions:

- A. Planning: Until recently, local parks were developed in the absence of formal planning. By appointing park bd., co. commission began park planning process. Park Bd. has hired consultant to inventory and evaluate co. park parcels. Park Bd. intends to develop master plan and guidelines for future co. park development. Plan will also establish policies for acceptance of dedicated park land or cash payments in lieu of land. Plan will also fill legal requirements necessary to sell and exchange unwanted park parcels.

Solutions:

- B. Financing: County budgets small amount of general property tax revenues and revenue sharing income for park o & m. Budget is not sufficient to adequately maintain the existing limited park system. Currently individual homeowners contribute own money and time for park development and maintenance.

County does have \$75,000 in fund for park development. Fund established by cash payments in lieu of land dedication accepted in subdivision review process.

County feels it has no clear authority to establish a mill levy for park development, operation and maintenance; inferring that even if it developed an adequate park system, the county would not have revenues to pay for maintenance.

Solutions: County is considering establishing RSID's for local park development and maintenance.

- C. Legal: Lack of clear authority to levy for parks is legal obstacle to county park development.

Solutions: Clarification of whether 2 mill levy for recreation development established by last legislative session can be used for park development and maintenance.

- D. Operation and Maintenance: Except for Two Moon Park, county has no park maintenance program. Some maintenance is conducted

by weed control board and local home owners

Solutions: Establish RSID's for local park maintenance.

- E. Public perceptions: Public initiative has been necessary and is likely to continue to be necessary for local park development. Public requests for park services are increasing.

Solutions:

- F. Decision-making processes: County commission and park bd. are taking steps necessary to improve management of park lands in Yellowstone Co.

Solutions:

General Observations:

Rapidly increasing demand for park services in Yellowstone County is largely the result of the pattern of population growth and residential development occurring in the past 20 years. As formerly rural area has evolved to an urban density, residents have developed expectation of urban services, including parks.

Until recently, Yellowstone County park land resources were not closely managed. The county is now undergoing an expensive and time consuming process of organizing its resources so they can be developed in the future.

JURISDICTION: Cutbank

FACILITY: Parks

TITLE/PERSON INTERVIEWED: Phil Cheety--Park Board Member
Gary Smith--City Superintendent

DATE 6/14/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Park Board. 5 members. Meet once/mo. to make recommendations on fees, policy, budget, employees. There is no permanent staff besides the maintenance department.
2. Description of Facility: Swimming pool, tennis courts, civic center, 4 parks, plus 2 undeveloped parks.

ice-finisher for skating rink.
tractor
mower
weed sprayer

Part-time crew.

Annual o & m + salaries \$21,000 (7 mills)
About 10% is capital expenditure.
3. Problems: Existing budget is eaten up by maintenance. Can't afford capital expenditures.

"Whatever it costs to build a bldg., it will cost 10% a year to maintain it."
 - A. Causes: Civic center fees, swimming pool fees don't cover costs.
 - B. How well needs are being met: Needs are being met well with current facilities.
 - C. Consequences of not meeting needs: Facilities will deteriorate.
4. Constraints to solutions:
 - A. Planning: The Park Board meets monthly to determine problems and address them.
 - B. Financing: Mill levy from general fund. Fees have to go into general fund.

Solutions: Would be useful to supplement separate fund through park fees for o & m. Instead, all fees charged go into the general fund.
 - C. Legal:



Solutions:

- D. Operation and Maintenance: Equipment is getting old. Share equip with the county. No replacement fund, because there is no leeway in the mill levy. Used to get a certain amount from revenue sharing but there isn't money available anymore. "Limping along nicely."

Solutions:

- E. Public perceptions: Parks get a lot of use. Public support is good. The last council got a bottle ordinance to prohibit drinking in parks.

Solutions:

- F. Decision-making: Meet once a month. Make recommendations to full council. The city superintendent administers the park system & hiring and firing.

Solutions:

General Observations:

The park system is in good shape.

JURISDICTION: Deer Lodge

FACILITY: Parks and Recreation

TITLE/PERSON INTERVIEWED: Arlee Fenner - Parks Board Member

DATE: 5/22/84

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** Park board. With part-time staff for maintaining and running recreation program in the summer. Otherwise, there is no parks department or staff.

2. **Description of Facility:** Two city parks. Lawnmowers, sprinklers, storage facilities in the parks.

Schools use the parks for the high school P.E. program.

Budget is: \$11,000 for part-time salaries for summer maintenance.
15,000 for capital expenditures.

No charge for recreational programs.

3. **Problems:** Need a new storage facility at one park and tractor for park maintenance and sprinkler movement.

Could use a recreation director to coordinate summer programs.

 - A. **Causes:** The storage facility is old. With limited staff and much volunteerism, it is difficult to move the sprinklers by hand.
 - B. **How well needs are being met:** The two parks are serving the population's needs in the summer, the baseball program is extremely popular and is primarily run through the efforts of one, hard-working volunteer. One year he didn't run the program and there was no baseball. So the needs are met as long as volunteers are available.
 - C. **Consequences of not meeting needs:** Reduction of some recreational programs.

4. **Constraints to solutions**
 - A. **Planning:** None.

Solutions:

- B. Financing: Supplement budget with volunteer help. General fund for parks. No ability for holdover funds without CIP.

Can't establish a set-aside fund within the general fund for parks, so quit charging for recreation programs because money was lost to the general fund.

Solutions:

- C. Legal: No constraints identified.

Solutions: The ability to establish a specific set-aside fund for park maintenance would be helpful.

- D. Operation and Maintenance: Mostly volunteer.

Solutions:

- E. Public perceptions: Public participation and businesses donate equipment, materials and time.

Solutions:

- F. Decision-making processes: The city parks, recreation, and youth center board makes policy decisions.

Solutions:

General Observations:

Note: Some way of establishing user fees and a fund for the baseball program would help offset general fund costs.

JURISDICTION: Lewis and Clark County

FACILITY: Parks

TITLE/PERSON INTERVIEWED: Co. Commissioner Linda Anderson
Co. Park Bd. Chairwoman Nancy Johnson

DATE: 5/19/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Co. parks are administered by Co. Park Bd., which is appointed by the Co. Commission. Park Bd. has specific responsibilities and powers granted by statute. The Bd. seasonally hires a park supervisor/maintenance man who works at the Ryan Park Complex. Individual homeowner groups play active roles in planning, financing and administration of neighborhood parks. Hooper Park is managed by Lincoln area service clubs.
2. Description of Facility: Co. has two major parks, Ryan (in Helena) and Hooper (in Lincoln), and approximately 20 neighborhood park parcels located primarily in the Helena Valley. Most neighborhood park land is undeveloped.

Ryan Park is large recreational complex, which includes athletic fields, ice-skating rinks, running track, motor cross course, picnic areas, and restrooms.

Hooper Park includes camping, picnic facilities, athletic fields and restrooms.

Neighborhood parks which are developed have been developed through combination of county funds and donations from homeowners. Neighborhood parks generally have very limited facilities.

Annual park o & m budget is \$20,000, all of which is spent on Ryan Park. Park Bd. has limited maintenance equipment, and has reciprocal equipment renting arrangement with adjacent fairgrounds.

3. Problems: Portions of Helena Valley have evolved into substantial urban communities, causing unmet demand for urban-type park facilities. Most Helena Valley areas do not have developed parks. Most existing neighborhood parks provide limited recreational opportunities.

Co. has insufficient funds to maintain existing parks.

Dedicated neighborhood park parcels are often poor quality lands, or of impractical size for park development.

County needs to develop recreation complex similar to Ryan Park on east side of Helena Valley.

- A. Causes: Demand for city-type park services is the result of major

residential developments outside of Helena city limits.

Existence of poor quality park parcels is the result of dedication of least developable parcels during subdivision acceptance process.

The rapidly growing east Helena Valley does not have convenient access to a major park facility.

- B. How well needs are being met: Almost 20,000 people now live in unincorporated areas surrounding Helena. As valley has infilled with homes, the loss of open space has created a demand for park services. The problem is most acute in very large subdivisions, such as East Gate, which has 2,000 residents and no developed parks.
- C. Consequences of not meeting needs: The absence of adequate nearby park facilities detracts from quality of life of families living in urbanizing areas.

4. Constraints to solutions:

- A. Planning: Co. Park Bd. developed countywide park plan, which was subsequently adopted as part of the county comprehensive plan. Plan includes an inventory of park land resources and subdivision land dedication. The county has developed 5 and 10 year park development priority plan similar to a capital improvements program. Park planning was accomplished primarily through volunteer efforts of park board members.

Solutions: County has overcome lack of funds for park planning, by appointing park bd. members with strong professional expertise in recreation, planning, law and finance.

- B. Financing: Co. budgets revenue sharing monies to pay for o & m of Ryan Park. It does not contribute to maintenance of other co. parks. Hooper Park is maintained by Lincoln area service groups. Existing neighborhood parks are maintained by citizen volunteers.

In past county has been successful in obtaining federal grants for Ryan Park development, but availability of such funds has been reduced. The county has used payment in lieu of land dedication income to assist in initial development of neighborhood parks. These funds have also assisted Hooper Park.

Co. feels it has no authority to levy specifically for park development and o & m, and is reluctant to redirect general levy tax revenues away from existing uses. Even if the county were to have an adequate park system in place, it doesn't have a revenue source for park maintenance.

Co. budgets for parks year-to-year. Capital improvement fund created

by cash in lieu of land dedication payments from subdividers. Current fund contains \$5,000, which will not go far in developing needed park facilities.

Solutions: Co. is considering encouraging creation of RSID's for neighborhood parks.

Co. is attempting to sell off less desirable park land to raise money for park development.

Co. is considering user fees from little leagues, hockey club, etc. to defray part of maintenance costs at Ryan Park. This option is a last resort.

Considering renting trailer spaces at Ryan Park, but unsure of legal authority.

- C. Legal: Procedures required by law to sell or exchange unwanted parcels "a major hassle," and need to be simplified.

Lack of clarity as to whether the Recreation and Cultural 2-mill levy, passed by last Legislative session, can be used for park development and maintenance.

Potential Home Owners Association liability for injury, where associations own and operate neighborhood park discourages such participation.

Subdivision law requirements for park land dedication does not work well for condominiums. It's not clear whether condos can count common area as park land requirement, or whether co. may require cash in lieu of payment.

Solutions: County is seeking legal opinion on use of 2-mill Recreation and Cultural levy for parks.

- D. Operation and Maintenance: Long-term maintenance of co. parks is major concern. Ryan Park o & m is paid for by Revenue Sharing. If this money is cut back, co. will be hard pressed to sustain current park quality.

Neighborhood parks are maintained by volunteer efforts of private citizens. Quality of such maintenance varies, depending on commitment and resources of neighborhood residents.

Hooper Park is maintained by service clubs. Park generates considerable revenues through rentals of facilities and camper spaces, and is nearly self-sufficient financially.

Solutions: If revenue sharing is reduced, co. will probably introduce user fees, and cut back services and quality of maintenance at Ryan Park.

- E. Public perceptions: Local public interest and financial commitment is required by Park Board and County will participate in development of neighborhood parks. Park Bd. involves local residents in planning of individual neighborhood parks. Co. and park bd. get numerous requests for park services, but local neighbor groups have difficulty in establishing manageable citizens organization, and reaching consensus on local park development issues. Lack of neighborhood initiative and leadership is major obstacle to park development in Helena Valley

Local support will be necessary if county is to fund o & m of local parks through RSID's.

Solutions:

- F. Decision-making processes: Co. Commission and Park Bd. have greatly improved management of co. park resources. Co. is now in administrative position to implement park plan.

Solutions:

General Observations:

Increasing demand for park services from Lewis & Clark Co. is largely the result of major new residential development in previously rural areas. State statutes authorizing co. to provide park services did not anticipate the nature of demand for park services which now exists in the state's growing urban counties. Lack of clear levy authority for park maintenance, and anticipated difficulty in creating RSID's for park maintenance are obstacles to developing and sustaining quality neighborhood and community park facilities.

Park planning process is further advanced in Lewis and Clark Co. than in other counties. Historic lack of administrative oversight over park land resulted in confusion over how much and where county park land was. Park Bd. is still spending extended time in inventorying resources, straightening out land title problems, and evaluating parcels appropriate for development and identifying those which should be sold off.

JURISDICTION: Cutbank

FACILITY: Public Buildings

TITLE/PERSON INTERVIEWED: Gary Smith--City Superintendent

DATE: 6/14/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: City; administered by the maintenance division.
2. Description of Facility:
 - City hall
 - City shop
 - Civic Center
 - 3 large warehouses
3. Problems: Buildings were not energy efficient. Currently conducting low-cost retrofits consisting of insulating, installing new efficient windows, caulking. Energy requirements have been reduced by 40% since 1978.

Low-cost items are about completed so later improvements will be more extensive and cost more.

One warehouse is about to collapse. City will not rebuild this.

Need a shop area expansion to improve efficiency, but can function without it.

 - A. Causes: Age, construction materials. Costs for energy have outstripped the savings due to improvements.
 - B. How well needs are being met: Needs are being met well. But operations, working conditions would be better more energy efficient with improvements.
 - C. Consequences of not meeting needs: Needs are being met.
4. Constraints to solutions:
 - A. Planning: Keep energy use records. Started in 1977-78. Use has decreased by 40% since then, even with the addition of a pump station and the civic center.

Solutions:
 - B. Financing: General fund, revenue sharing, fees from civic center rental supplement general fund.

Solutions:
 - C. Legal:

Solutions:

D. Operation and Maintenance:

Solutions:

E. Public perceptions:

Solutions:

F. Decision-making processes:

Solutions:

General Observations:

JURISDICTION: Deer Lodge

FACILITY: City Buildings and Shop

TITLE/PERSON INTERVIEWED: Jim Gilbert - Building Supervisor

DATE: 5/22/84

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** The building supervisor administers the department and is governed by a City building committee, the finance committee and the City Council.

2. **Description of Facility:**

City Hall/Civic Center. Numerous small buildings, lift pump
City Shop stations, etc.
Fire Hall

Deer Lodge is the second oldest city in Montana, so many of the buildings are old.

City clerk keeps budget information.

3. **Problems:** Age of major buildings averages 60-80 years old. Most buildings, particularly City Hall, needing major repairs - stone facia is crumbling. The buildings are very energy inefficient. City shop needs a new roof.

City Hall needs major repair within five years though the structure is still sound. Not sure how much it would cost.

A. **Causes:** Age. The original design and building materials make it difficult to insulate walls.

B. **How well needs are being met:** Some of the buildings have been rewired, plumbing repaired and insulation installed. The buildings are large enough to accommodate the City's needs, but are energy inefficient.

C. **Consequences of not meeting needs:** City Hall could become a hazard, in the event of an earthquake.

4. **Constraints to solutions**

A. **Planning:**

Solutions:

- B. Financing: General fund and revenue sharing. Charge nominal fees for rental of building space.

Solutions:

- C. Legal:

Solutions:

- D. Operation and Maintenance: Energy conservation impossible. Not energy efficient. Inefficient furnace system. Rising energy costs.

Solutions: Lowered ceilings on second floor, insulated in city hall. Council concerned with cutting energy costs. Improvements versus energy costs, long-term paybacks considered in project budgeting.

- E. Public perceptions:

Solutions:

- F. Decision-making processes:

Solutions:

General Observations:

JURISDICTION: Yellowstone County

FACILITY: Fairgrounds and Metra

TITLE/PERSON INTERVIEWED: Fairbd. members Sonny Hanson and Jenny Jones
Manager Bob Glasgow

DATE: 6/6/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Co. Commission appoints separate fair and Metra boards, but boards meet jointly and for most purposes function as one board. Bds. hire single manager to administer both Metra and fairgrounds. Bds. do approve separate budgets and maintain separate accounting systems.
2. Description of Facility: Both Metra and fair facilities are located on fairgrounds. The \$8 million Metra is the largest civic center-type facility in the state. Within Metra is arena, exhibit hall and meeting room. Fairgrounds include 50 buildings most important of which are a 7,500 person capacity grandstand, cattle barns, exhibit buildings, and shops. Other major fairground facilities include horse racing track, athletic track, camping and picnic facilities. "Fairgrounds are used every day."

Annual budget for Metra is \$1.3 million.

Annual budget for fairgrounds is \$2.5 million.

3. Problems: Neither Metra nor fairgrounds have vital problems with capital systems.

Greatest need is for paving parking lot which serves both Metra and fairgrounds.

Fairgrounds also needs new \$285,000 house barn, and repair work on assorted older buildings.

- A. Causes: Metra was constructed 8 years ago and is still reasonably new. County continues to make improvements to Metra including break-out walls, covered walks, and stairs to parking lot, and landscaping.

Horsebarn is needed to upgrade existing facilities. Need for repairs to fairground buildings is due to age and use of structures.

- B. How well needs are being met: Bd. members observe fairgrounds and Metra experiencing high use.

- C. Consequences of not meeting needs: High quality fairgrounds and civic center allow residents of county and region to attend a variety of events, which would not otherwise be available.

4. Constraints to solutions:

- A. Planning: County had master plan prepared for fairgrounds in 1972. This plan was paid for from grant from Old West Regional Commission.



Plans addressed need for new civic center and appropriate ungrading of fairground facilities. Total estimated cost of plan implementation was \$19 million. County and board have been selectively implementing the plan. For both fairgrounds and Metra, board has developed medium term capital improvement schedule. Fairground plan calls for \$5 to \$6 million in improvements.

Solutions:

- B. Financing: The majority of operational budgets for fairgrounds and Metra are raised through revenues paid by facility users. Co. levies $\frac{1}{4}$ mill for fairs and 1 mill for Metra. The co. fair and horse racing alone generate \$2.1 million for fairboard. Notably, county operates racing association and racing concessions itself, rather than contracting to private vendor. Fairbd. closely monitors fees it receives from vendors at fair, carnivals and other such events. Fee schedule is currently being received by board.

Because fairgrounds are operated at a profit, county is able to reinvest profits in fairgrounds. County has been spending between \$70,000 and \$210,000 annually for capital improvements, and is budgeting \$25,000 each year for a replacement fund.

Metra user generated income accounted for \$900,000 or about 70% of facilities 1983-1984 operational budget. Bd. would like facility to be more self-sufficient. County has used revenue sharing to pay for major improvements at Metra. Almost half of original \$7 million cost of Metra was paid for by revenue sharing funds.

Solutions: Metra board intends to increase number of events occurring here in order to increase facility earnings.

- C. Legal: Metra bd. would like to be able to sponsor some entertainment events itself, rather than working through private promoter. Civic Center Law does not clearly authorize civic center board to promote events.

Metra Bd. seeks more flexibility in financing improvements to Metra through more liberalized lease purchase authorization. Current statute narrowly restricts use lease-purchase for capital improvements to new structures rather than improvements to existing structures.

Solutions:

- D. Operation and Maintenance:

Solutions:

- E. Public perceptions: Bd. feels public generally has appreciation for both fairgrounds and Metra.

Solutions:

- F. Decision-making processes: The fairground and Metra bd. function as a joint board. Board has aggressively promoted expansion and use of

facilities. Co. commission has been supportive of facility expansion. Commission has budgeted revenue sharing monies to pay for major improvements of Metra.

Solutions:

General Observations:

The Yellowstone County Fairgrounds and metra are operated much like private enterprises. Fairgrounds and Metra management actively promote uses of facilities which generate revenues. Fair bd. appears to have worked out more profitable contractual arrangements with vendors than have most other fairboards. Additionally, fairboard operation of horse racing, in lieu of contract with private racing association, appears to generate more net income for the fairboard. Success in generating income has allowed fairboard to make substantial reinvestment in fairground facilities, while requiring minimal local property tax levy.

JURISDICTION: Bozeman

FACILITY: Fire protection

TITLE/PERSON INTERVIEWED: Don Berrick--Asst. City Mgr.
Lee Lewis--Fire Chief

DATE: 6/1/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: City-wide and contract in the Story Mill, Bridger Dr. district for coverage of 45-50 additional homes. Part of the Department of Public Safety, run by the assistant city manger.
2. Description of Facility: Share administration building with the police department.
2 fire stations--some stored at the admin bldg as well
3 front line pumpers--1955,1970,1977 respective age
mini-pumper for grassfires 1980
2 tankers (war surplus) 1952, 1964
chief's car, pick-up for fire prevention
equipment van
clothing, radio equipment
Annual o & m \$58,022
Capital exps. come out of CIP (got masks and chemical suits last year--\$10-12,000)
3. Problems: To get the department to a decent operating standard would cost \$2 million. "Don't know where to get \$20,000." Station #2 is manned only part-time due to lack of staffing.

Dumper trucks and ladder trucks would cost \$1 million (two most needed items in the CIP) All other trucks should be replaced as well, based on repair records, maintenance. The dept. commits all resources at any one fire, so if another should occur, there would be no back-up.

- A. Causes: Ladder truck is 30 years old. Life span is est. at 10-15 years. There have been no major capital purchases since the late 1970s.
- B. How well needs are being met: The department is at a critical manning and equipment level. "Currently operating at 60% of what the dept. should have."

The City requires that the developer shall provide access and water supply in new developments. This has helped the department provide fire protection immensely.

- C. Consequences of not meeting needs: Two of the 3 vehicles have been out of service at the same time. Eventually, the dept. might not be

able to respond, especially if there are two calls at once.

Public health and safety hazard.

4. Constraints to solutions:

- A. Planning: CIP 5 year program projects needs but there is no specific capital replacement fund for the department.

Solutions:

- B. Financing: For the one additional area served, the City levies a district mill levy outside the city--at a rate = to the city's plus 10%. The department is primarily supported by the general fund. The City is currently in negotiation with MSU (for the protection of married student housing) to provide money for personnel for the dept. This might keep Station #2 open full time. Station #2 serves the university area.

Solutions: Allow transfer of funds from one City fund to another when ample funds exist. e.g. Cemetary perpetual care fund, cash-in-lieu of parks payments. Prove you can address the problem for which the fund was established then allow for transfer of funds between departments.

- C. Legal: No legal constraints. The dept. is staffed well below recognized national standards.

First class cities aren't allowed to have volunteers for fire protection.

Solutions: Would support change in the law for allowing volunteers. Paid personnel would fight this change. This would reduce staff funding requirements, but the City still recognizes the need for some paid staff for purposes of reliability and incentive.

- D. Operation and Maintenance: Maintenance handled in-house. Preventive maintenance is done many times/yr on a regular schedule. Daily routine maintenance is also conducted. Records are meticulously kept. (This is why the City's equipment has lasted so long.) Have to supply part-paid fire fighters w/ equipment and clothing to stay within the requirements of the law. "Essentially, these are volunteers."

Solutions: The City's maintenance program is probably a major contributing factor to the ability of the trucks to continue running. One is 30 years old.

- E. Public perceptions: Public views the dept. as adequately staffed and equipped because a crisis hasn't occurred and because vehicles are so well maintained that they look new. Therefore, getting public support for new equipment and more staff is difficult.

Solutions: Would like to re-institute a fire prevention program. Hard to educate public with current level of staffing. The City conducts tours of the station for the public schools, also goes to service groups re: fire protection.

- F. Decision-making processes: Internal, then to commission. Commission understands need for public safety but have to juggle funds.

Solutions:

General Observations:

"Theoretically, you protect life first, then high value property. If there were 2 calls, one from MSU and one from downtown, what would the dept. do?"

Well-trained, long-term personnel. Have handled understaffing well. The Cemetary perpetual care fund is one fund that is overendowed by tax dollars, yet by law cannot be touched. It would be helpful to the City to be able to use this.

Under current law the City can't sign a contract-for-purchase more than 5 years without going to the voters. But if it could go to a longer lease/purchase, then the cities would be less impeded for time and money. Law is archaic--time when cities didn't have professionally trained managers and administrators.

Legislators have a distrust of local govt. traditionally.

*Self-government powers and local option taxes would really help, but people's distrust of government would make this an unlikely occurrence.

JURISDICTION: Dawson County

FACILITY: Fairgrounds

TITLE/PERSON INTERVIEWED: Fairboard members: Tom Tangenrole, Verle Jones,
Agnes Kinney

DATE: 6/4/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: Fairgrounds are administered by board, which is appointed by the county commission.
2. Description of Facility: Major facilities within fairground area are: rodeo grounds, grandstands, exhibit buildings, cattle barn, baseball and softball fields, park and picnic areas.

Annual budget of fairboard is \$75,000 to \$80,000, nearly all of which is devoted to o & m.

3. Problems: Grandstand is in deteriorated condition. Decking needs immediate replacement, estimated to cost \$100,000. Exhibit building and cattle barn also need major structural repairs.
 - A. Causes: Deterioration of grandstand, exhibit building and cattle barn is due to age (buildings were constructed in 1930's), and the historic absence of preventive maintenance.
 - B. How well needs are being met: Dawson fairgrounds receive "very high" local use, implying that current needs are being met. Further deterioration of grandstand facility could cause condemnation of grandstand, which could jeopardize use of grounds for major spectator events.
 - C. Consequences of not meeting needs: Fairground grandstand building is approaching an unsafe condition. In the absence of renovation of the structure, there is risk of injury to spectators and subsequent legal liability for the fairboard and county. Condemnation of grandstand could mean end to county fair, and other spectator functions occurring at fairgrounds.

4. Constraints to solutions:

- A. Planning: Fairboard has no formal long-range capital planning process, but has knowledge of capital facility conditions and needs. Prioritization of major improvements done year-to-year depending on funds available. Bd. has no budget for planning, and relies on volunteer effort of bd. members. Co. Planning staff assisted bd. in obtaining BOR grant in 1983.

Solutions:

- B. Financing: Fairground operations are financed mainly by county mill levy. County levies maximum allowed by statute. Fair bd. budget is

adversely affected by county's declining taxable value. Fair, carnival, rodeos and a few other events do generate portion (20%) of operating revenues. Fairboard reluctant to increase user fees, because of potentially negative effect on fairground use.

Fairboard is unable to raise sufficient revenues to make necessary repairs to capital facilities. Fairboard was able to establish a \$17,000 reserve fund for grandstand repairs, but fund was recently spent as matching money for Bureau of Recreation FWP grant to install bathroom facilities and repair rodeo grounds.

Dawson Co. fair has difficulty competing with fairs of wealthier (coal and oil revenues) neighboring counties. Better attractions and better facilities at other fairs reduces out of county resident attendance.

Recent sewer installation was major expenditure for fairboard. Board upset with National Guard for refusing to share in costs of new sewer line, in spite of fact guard facilities also benefit from new line.

Solutions: Fairboard also looking at use of 2 mill authorization for Recreation and Cultural Development as source of operating funds for fairgrounds.

Bd. considering establishing some type of RSID to finance capital facility repairs; however, bd. is not confident revenues would be sufficient to repay loan or bond.

C. Legal:

Solutions:

D. Operation and Maintenance: Co. is unable to implement major preventive maintenance programs, because of lack of operating monies.

Solutions:

E. Public perceptions: Co. fair is important social event for Dawson Co. residents. Fairgrounds also provide valuable community service as meeting and picnic area. Bd. feels co. residents have strong appreciation for fair and fairground facilities.

Service clubs have not been active in raising money for fairground repairs.

Solutions:

F. Decision-making processes: Co. commission levies maximum allowable for fairgrounds. Commission has also been supportive of fairbd. in attempts to obtain grant monies.

Solutions:

General Observations:

JURISDICTION: Lewis & Clark County

FACILITY: Fairgrounds

TITLE/PERSON INTERVIEWED: Al Brandon - Fairgrounds Manager
Jim Foley - Fairboard Chairman

DATE: 5/14/84

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** This is a county funded facility directed by a 5 person policy-making board and administered by a fairgrounds manager.

2. **Description of Facility:** 200 acres, 1 mile racetrack, 8 permanent race barns, 1 public rental barn - 45 stalls. Multi-purpose building, search and rescue buiding, Helena trail riders building, office and administration building, Bill Carson Memorial Park and shelters, Stampede Cafe, exhibit buildings, grandstand, junior achievement building, carpenter shop, paint room. Most buildings are 50 to 80 years old.

Annual budget is \$261,000, approximately \$40,000 of that is for capital expenditure.

3. **Problems:** Many of the structures are old and in need of repair. The State Architectural and Engineering Division condemned the bleachers and issued a warning regarding the structural stability of the grandstand and concessionaires stand.

All of the buildings were on septic systems in occasional high groundwater. The County allocated \$30-40,000 in 1983 to convey the sewage into the city sewer system. It would take approximately \$2 million to reverse the building deterioration.

A. **Causes:** Age and lack of maintenance. The buildings were shut down in the 1930's and then re-opened in the 1960's as a community project.

B. **How well needs are being met:** Aside from the bleachers being condemned, all facilities are operational and all of the large events, such as Last Chance Stampede are continuing.

C. Consequences of not meeting needs:

Public safety hazards
Violation of building codes, health, fire and electrical codes
Some facilities may be abandoned
Local concessionaires may lose out if facilities cannot be provided on-site. Portable concessionaire facilities would be brought in.

4. Constraints to solutions

- A. Planning: In the early 1960's there was a fairgrounds master plan. However, there is no way to fund planning. There is no cost-accounting system. The manager tracks capital but not labor--this was identified as a major constraint to financial planning and cost containment.

A feasibility study for rebuilding the concessionaire's stand is being prepared by an architect on a contingency basis. If it's funded, he gets the work.

Solutions: One of the capital requests in this year's budget is a small computer for accounting.

- B. Financing: The manager and board believe that they need about \$350,000/year to operate and keep up with all the maintenance needs. The County contributes the maximum mill levy -- 1.5 mill, \$83,000. Aside from that, the facilities are self-supporting. Revenues from the fair/stampede were \$92,000. The horseracing association contributes \$18,000/year. However, this doesn't cover operations and maintenance. It just breaks even on utilities and upkeep.

The labor budget is augmented through the Welfare Department's Work Fair Program. "There are crucial decisions to be made regarding revenue generation over the next year or some facilities will be lost."

Solutions: Better marketing of the facilities, public service donations, accounting system establishment, levying of the additional recreational mill levy (2 mills). Revenue bonds may be a source of funding (see Legal).

A cost-accounting system would allow the Board and manager to have proof/justification for raising user fees. Could demonstrate that events/users don't adequately cover costs.

- C. Legal: The Board asked for a county attorney's opinion on their ability to issue revenue bonds to fund facilities. The opinion was negative. There are no

facilities for the handicapped at the fairgrounds so, those State standards are being violated.

Solutions: Ask for an attorney general's opinion on the issuance of revenue bonds. If there is no authority in the law, provide authorization.

- D. Operation and Maintenance: There is no replacement fund, but the need for one is recognized. Those interviewed said they needed more staff and better equipment to keep up with maintenance.

Solutions: A replacement fund is to be established in FY 1985.

- E. Public perceptions: There are numerous user groups involved at the fairgrounds. Some of these are competitive users and none seem to be very aware of the needs and interests of the others.

Solutions: None were mentioned.

- F. Decision-making processes: The manager has administrative duties and powers, and the Board makes policies. The County Commissioners get involved during the budgeting process.

Solutions:

General Observations:

Of all the facility types in the County, this one appeared to be in the greatest danger of not being able to meet needs--losing facilities. The clarification of the use of revenue bonds would help because there appears to be no other way, other than a major community funding drive, that enough money could be generated to replace large structures that are deteriorating.

JURISDICTION: Yellowstone County

FACILITY: Senior Center

TITLE/PERSON INTERVIEWED: Earl Welty--Executive Director of Yellowstone County Council on Aging

DATE: 6/4/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: There is an 11 member board appointed by the County. Each senior center has its own board as well. Many of these members are on multiple boards so planning and decision-making is coordinated.
2. Description of Facility: Rent offices from the City. Run older Americans Act and dinners program in the seniors center in Billings and in Laurel. Deliver meals to South Park church and around Billings in S.T.I. vans. In Custer, Huntley, and Worden provide money for staff and food.

A budget is prepared for each program w/ different fiscal years. Too complicated to explain budget.
3. Problems: Laurel just got a new seniors center and needs an addition estimated to cost \$40-60,000--have \$20,000. South Park needs a seniors center--\$60,000 needed more than they have. Worden has an application in for FMHA funding for \$25,000 loan as part of a community building project. The council would supplement the FMHA funded community center and expand it into a senior center to operate dinner and senior programs.
 - A. Causes: Increase of older people, people are living longer, more vocal, political older people. In South Park, meeting an ethnic need for a meeting place.
 - B. How well needs are being met: These seniors centers are in the beginning stages. In a few years they will be doing well. Staffing levels will be the major problem not facilities.
 - C. Consequences of not meeting needs: "We will meet the needs." Will get funding.
4. Constraints to solutions.
 - A. Planning: State CDBG program guidelines make it difficult because criteria are lumped together with water and sewer programs. Senior centers aren't "life threatening." Have to be a government entity to apply. Worden isn't incorporated so the County would have to handle it. This request would then compete with other County requests and the County can only submit one per year. Senior centers can't compete. There is no other money for senior centers.

Solutions: Equal footing for seniors centers within the CDBG especially for little towns. Remove req. for towns having to be incorporated to apply.

- B. Financing: Funding of the council comes from:
- Older Americans Act; 3B, C1, C2--senior centers, transportation, in-home health, congregate meals, home delivered meals.
 - Contributions for meals
 - Section 18--UMTA Act
 - ACTION--RSVP
 - 16B2--Commerce for buses
 - United Way
 - State funds for in-home health
 - Revenue sharing
 - JOBS programs from the state
 - City of Billings--JOB money that the City got for home repairs
 - City, County, Council on Aging would help fund seniors centers.

Solutions: Combine some of these programs & funding sources. To fund Worden: A corporation to be set up that would have co-general partners; the Council, Worden Seniors Center Inc., Independent Handicapped Service Inc. A consultant would manage the financial package and building. Money for the mortgage would come from the loan FMHA for housing including a community center. The Council would provide money to expand the center.

- C. Legal: Perceptions of the Older Americans Act is the problem, not the law itself. Just allocate part-time people-hours amongst the programs. RSVP programs require a 100% full-time director.

Solutions: Change the 100% requirements for RSVP so that this position can be used as needed.

- D. Operation and Maintenance: Staff provided by the Council and RSVP volunteers maintain & 0 centers. Runs well through partial volunteerism.

Solutions:

- E. Public perceptions: Good community support.

- F. Decision-making processes: The Board of Yellowstone County Council on Aging has 11 people appointed by the County Commissioners. Each senior center has a board. Some Bd. members are on the Council. Interlocking boards for the programs. All tied in closely. Only problem is vested interest in specific problem and at times personalities.

Solutions: Diplomacy is the best solution.

General Observations:

The positive attitude of these service providers seemed as if it could prevail over any problems. The Director is already trying creative funding solutions and interpretations of laws. He also relies on volunteerism and rallies public support for services.

Jurisdiction: Lewis and Clark County

Facility: Senior citizen center & programs

Title/Person interviewed: Roger Ala

Date: May 15, 1984

SA

SUMMARY SHEET
Stakeholders

1. Type of Administration:

Rocky Mountain Development Council, which serves as the Area Agency on Aging for Lewis and Clark, Meagher, Park, Gallatin, Jefferson, and Broadwater counties, is a public interlocal agency. The Agency has a 13-member Governing Board, a six-member advisory board, and the various senior programs each have an advisory council. Services provided include three-county nutrition, foster grandparent, senior companion, retired senior volunteer, and transportation programs, and the Helena senior center.

In FY 1982, the Area Agency had 43 contracts with 19 agencies to provide its services.

2. Description of Facility:

Helena Senior Center, located in Neighborhood Facilities Building (rented for \$40,000 a year from the County). Only other facilities are two buses, one for the senior transportation program and one for the foster grandparents program, and a van used for home meal delivery.

3. Problems:

A new transportation bus will be needed in the next year; cost is \$30-40,000. The van will also need replacement (\$20,000). Foster grandparents bus is fairly new. Buses need to be replaced every five years; stop and go driving in the city is hard on them.

Kitchen equipment for the congregate meals served at the senior center will also need replacement soon.

A. Causes: General wear from use.

B. How well needs are being met:

Various programs are used by many seniors; this year, the Agency will "touch the lives" of at least half the elderly population (which is about 7200 and growing). No one is being turned away, but more people could be served.

C. Consequences of not meeting needs:

Reduced level of services; some seniors very dependent on services such as home meals, so possible nutrition problems.

3. Constraints and Solutions:

A. Planning:

No reserve fund for buses, but they are currently discussing the need for one, and a capital plan that would come out of regular budget (if allowed), or from local sources. A yearly work program is approved by the State Department of Social and Rehab. Services.

Solutions: Establishing reserve fund.

B. Financing:

Payroll costs rising, while funding remains constant. State share of funding is only 2-3 percent, and could be greater. Two-thirds of the funding comes from Federal Government, and the rest from local sources: levy (1 mill) from each county, United Way, user fees (25 percent of meals funding comes from participants). The state provides money for treatment (such as Medicaid) but needs to put greater emphasis on prevention. The Dial-A-Ride is funded by UMTA (50%) and ACTION provides 75 percent of the funding for the Foster Grandparents bus.

A major problem is that there is not enough flexibility at the local level on how to use funds. The Agency cannot provide services, but must use contracts for each different service. Local providers should be able to determine how monies are used, and the specific programs must be approved by the State SRS anyway, keeping a check in the system.

Solutions:

Realizes the need to look for "non-traditional" funding sources, such as fundraisers, grants, fishing derbies, etc. Provide more flexibility at local level. More state money into program (other than Medicaid). The County could levy a permissive mill for transportation. To relieve the overcrowding of facilities, meal times could be staggered to accommodate more people.

C. Legal:

Statutory restrictions of the Older Americans Act require separate programs for services (home-delivered and congregate meals, for example); this requires two different funding systems, reporting systems, budgets, etc.

Solutions:

Combine similar programs--but this is not likely to happen.

D. Operation and Maintenance:

See discussion under planning.

Solutions: n.a.

E. Public perceptions:

Few problems. Extensive public involvement program, both formal and informal. The Agency conducts public hearings every year, and the councils and boards involved facilitate public contact. Legacy Legislature program also gets publicity.

As public awareness of the services increases, so does demand for services, and this creates additional pressure on facilities.

Solutions: n.a.

F. Decision-making processes:

Despite the complex management and administration required to coordinate the many senior programs, Ala said this is not a big constraint to providing services.

Solutions: n.a.

General Observations

This service is heavy on human services and light on facilities. The situation seems under control, if a reserve fund is developed and funding is located. Streamlining at the Federal level is needed, but probably not much the Task Force could do there. Greater state participation is perceived as most helpful, especially if combined with local flexibility for use among the various programs.

JURISDICTION: Yellowstone

FACILITY: Disaster and Emergency Services

TITLE/PERSON INTERVIEWED: Jim Kraft--Disaster Preparedness Coordinator

DATE: 6/4/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: County-wide. Serves 110,000 people. Disaster advisory board involved in planning, training, preparedness drills. Serves City also but don't get City funding. Have an emergency medical services council--tied into providers in the County.
2. Description of Facility: Admin. office in County building. Self-contained portable 200 bed hospital. 150 Shelters are signed and surveyed. Have mobile, portable and base radios--high banned. Have receivers at all media outlets. Maintain 60 pieces of surplus army equipment obtained through the civil defense excess property program--fed donation. Emergency operating center--basement of County courthouse. 6 sirens--5 in Billings and 1 in Laurel. Annual budget o & m \$14,500 w/o salaries.
Capital averages \$5,000.
3. Problems: The current emergency operating center is the parking garage of the County courthouse. Inadequate radiation protection, bunking and feeding facilities, radio equipment, heating and ventilating. Feds won't share in cost of operating center unless it meets certain standards. Heads of all the civil emergency services meet and coordinate activities out of an emergency operating center.

Sirens are 1960 vintage. Leased line from Mtn. Bell is extremely expensive. Want to go to a radio activation system.

- A. Causes: After 1985, feds won't share in the cost of leased line but will share radio activation system this year. The parking garage would not meet federal standards for an emergency operating center.
- B. How well needs are being met: Trying to get to use the City communications center that already has communications equipment. An architect is looking at the city center to see if it can have adequate radioactivity protection to meet fed standards for an emergency operating center.

Another possibility is using the basement of the proposed jail. Bond issue on the 1984 ballot (Didn't pass due to lack of voter turnout but got majority vote.)

- C. Consequences of not meeting needs: Only would be felt during a disaster. Endangered lives and property because each emergency service would be operating out of uncoordinated offices.

4. Constraints to solutions: Prepares Emergency Warning Plan--who gets notified in case of emergency & Emergency resource manual--vehicles, fuel, food availability.

- A. Planning: No CIP for this service. The budget is financial planning. Keeps an emergency operations plan current each year for police, emergency operating center, fire, medical and health, welfare, Red Cross, emergency public information, transportation, engineering and public works, search and rescue, food and economic controls. Department heads don't see the need for planning so difficult to get input.

Solutions: "Have a disaster." Formed disaster planning board to help get planning process going.

- B. Financing: For the emergency operating center there would be a 50% cost-share program with the fed government. Locals provide funds for actual structure. If in the jail, it would come from the g.o. bond issue. Otherwise, revenue sharing. Salaries are 50% fed reimbursed/50% general fund.

Have federal grant proposal in to get new receivers for media (fed 75%-25% local) because receivers come on at odd times so people now turn them off.

Feds used to provide funding for EMS, used to be a regional coordinator, could use fed funds to buy radio equipment and ambulances. Ended about 1978, 1979. Funding is now for training only.

Federal government won't allow set-aside for replacement.

Solutions: EMS now provided by private services. Billings has two hospitals and two ambulance services that are very competitive--this keeps costs down.

- C. Legal: Local County resolutions or ordinances should outline what the local programs consist of.

Solutions: Would give more credence to EMS-DP position. Feds have no hold over locals to provide services aside from funding.

- D. Operation and Maintenance: Excess fed vehicles are old, circa 1950 and 1960s and difficult to maintain because they aren't used much. Parts are difficult to find due to age and because they're military equipment. Individual departments get assigned vehicles and are responsible for maintenance. e.g. rural fire department.

Solutions: Go to salvage dealers. When FEMA was created, locals no longer had access to excess federal property. Bill introduced in Congress to regain access to excess fed. property this year.

- E. Public perceptions: Civil defense is not on the minds of most people. Older people only see it used for "the bomb." Younger people's view is broader e.g. floods, earthquakes. Nuclear preparedness is controversial.

Solutions: Talk to schools, 7, 8, 9th grades, and service groups, mostly for educational purposes. Coordinate with the search and rescue groups in the county.

- F. Decision-making processes. Generally autonomous except seek policy direction from the advisory board. The commissioners are in general not really sympathetic to civil defense requests because they're facing immediate needs for critical services.

General Observations:

Many rural counties don't really have programs even though they have federal funding for the position. The provision of an emergency operating center is the main need and focus of facility provision. The difficulty of "selling" civil defense to the public is the other. EMS is taken care of adequately.

JURISDICTION: Lewis & Clark County

FACILITY: Civil Defense

TITLE/PERSON INTERVIEWED: Paul Spangler - Disaster and Emergency Services Coordinator

DATE: 5/17/84

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** County.
City and County jurisdictional area.
East Helena is out of the service area. It has a new director of its own.
2. **Description of Facility:** Communications equipment.
 1. Emergency broadcast system to television and radio stations through one radio.
 2. Short-wave radio operated by FCC licensed ham operators volunteers.
 3. One radio keyed into all sheriffs' radios.
 4. One 4x4 vehicle.
 5. County rents office.

\$28,000 total budget. No capital expenditure until this year. Fiscal year 1985 will request \$1,650.
3. **Problems:** So far, there has been problem. But now a radio activated prompter for civil alert sirens is needed. Now activated by telephone lines. Wish to buy decoder that activates the sirens from a police radio (5 decoders).

Total - \$2,000. Federal government will pay half - \$1,000.

Also, \$1,300 - 80 channel 110 watt radio for a mobile command post out of a vehicle. 50-50% federal/county.
- A. **Causes:** Increased energy cost for rental of telephone lines to activate the system. 20% utility costs projected. In 1986 the federal government no longer will pay half of the telephone activated sirens. So the justification is to change the activation system of the sirens to reduce long-term utility costs to the

County.

- B. How well needs are being met: Needs are being met with the current facilities. The job description is to educate the public and the public agencies for emergency disaster preparedness to train and coordinate.

Sheriff, police, fire and county commissioners also have access to the Emergency Broadcasting System. Similar to other Class A counties (9 others).

- C. Consequences of not meeting needs: For capital needs (sirens): The County's share would increase (of this service). Would lose the sirens because the monthly costs would increase. Endangerment of public health and safety in case of emergency, if the cost of the sirens could no longer be supported by the County budget.

4. Constraints to solutions

- A. Planning: Multi-year development plan to justify federal expenditures requested but not required by the federal government. Also has developed a multi-year work program requested by the federal government.

Solutions:

- B. Financing: 33-50% salary and expenses: Federal Emergency Management Agency. County general fund contributes the remainder.

No alternative sources of funding besides the County. Not a problem under current federal administration.

Solutions: Federal funding seems adequate into the future, so no alternative sources were identified. The County funds this position only to a minimal extent, so it will probably be viewed favorably into the future since it is recognized as a critical service.

- C. Legal: No constraints identified.

Solutions:

- D. Operation and Maintenance: No constraints identified since there are few physical facilities owned by the County. The actual shelters are owned by private and public agencies who are responsible for their maintenance.

Solutions:

E. Public perceptions: The public is supportive of this service. Nuclear attack survival is controversial.

Solutions:

F. Decision-making processes: Autonomous position, except for budget.

Solutions:

General Observations:

The federal government is going to be asking counties for capital expenditure requests to justify their budget.

No Emergency Medical Services coordinator in the County, but this position is closest to that. (Bob Shepard, M.D.) personal interest in EMS for the City/County - 442-3300 (office).

Depending upon the building owners and managers for fallout shelters (schools and managers). This office marks the buildings and arms them with radiological equipment and has monitor and shelter managers, but the civil defense program does not own or maintain shelters.

The position of civil defense coordinator is combined with zoning administrator, animal control officer, and flood plain administrator.

JURISDICTION: City of Billings

FACILITY: Animal Shelters

TITLE/PERSON INTERVIEWED Darlene Larson--Superintendent of Animal Control

DATE: 6/5/84 L.B.

SUMMARY SHEET

Stockholders

1. Type of Administration: City owned and maintained shelter. Provide the County's needs for animal shelter. City also runs its own animal control program. Administrator--Police Chief--Manager--Council.

An Animal Control Board serves in advisory capacity, backup support. 5 members appointed by mayor.

2. Description of Facility: Shelter and admin. offices.
3 "swab" wagons (excellent units)--animal control units.
1 old pick-up used for carcass disposal at landfill.
Enforcement is the major cost.

o & m = \$32,000

Capital = \$10,000-20,000

3. Problems: Dispose of 20 bodies every other day at County landfill. Need refrigerated room to store carcasses. This is particularly true in summer when the heat causes rapid decomposition. Facility is poorly ventilated. 6-7 air exchanges per hour are recommended, don't have anywhere near that. Drainage system is poor. Building is 40 years old. There is no quarantine area. Can't vaccinate animals, due to expense, city council reluctant due to cost. Had Parvo outbreak last year. Two rabid animals in the shelter last year.
 - A. Causes: Necessity for euthanasia. Parvo virus is extremely hard to kill so have to use chemicals that are caustic. Poor ventilation causes a health hazard for staff. Sick animals need to be quarantined for staff health and animal health.
 - B. How well needs are being met: Put 4000 animals down a year. Meeting the city's needs. In the past 2 years, occupancy rates are going down, good animal control, fewer animals born, people are keeping animals in more due to good animal control unit.
 - C. Consequence of not meeting needs: Health hazards for animals and staff. Stress factor from dealing with carcasses rotting. Certain diseases are also conveyed through animals so high risk to staff. (Dogs are carriers, humans are recipients.)
4. Constraints to solutions:
 - A. Planning: CIP has been done but there isn't funding. Eventually will

need a new building.

Solutions: One solution would be to have the City only handle enforcement of the law. People would take animals to a private "animal welfare league" that would take care of the overpopulation problem.

- B. Financing: General fund and revenue sharing for vehicles. Revenue generating from license fees, impound fees, trap rental, bond for neutering, fines through the courts.

Monitoring self-sufficiency rating--now at 75%.

Solutions: Trying to get licenses up to 50% of funding. Starting to go to a computer system to monitor licensing so enforcement of licensing can be accomplished. Would like to see a pet food tax applied to go to animal control.

- C. Legal: Cost and convenience are impeded by having to buy euthanasia drug from a vet. Some vets won't buy the drugs for shelters.

State could supply TA on proper investigative techniques, use of firearms, cameras for animal control personnel.

Trying to pass new ordinances to increase license fees, cat licensing--justification = rabies prevention program (only 2 rabid animals last year were cats.)

Solutions: Trying to get a law that allows the shelters to purchase the sodium penobarbital (chosen by many animal associations) to euthanize animals. Thirteen states already allowed this.

*Put a 1-2 week training course for control officers in the Bozeman police academy.

- D. Operation and Maintenance: Consolidation w/ County would have really helped reduce costs. The modular unit on the trucks can be removed and put on a new truck when the truck needs to be replaced. Very happy with the "SWAB" units. Good safety protection, life expectancy.

Animal disposal is difficult due to heat.

Incineration of carcasses would cost \$200,000 for incinerator alone for a city this size plus energy costs. Special epoxy paint is expensive but the only kind that works for frequent, thorough washing required.

Solutions: Consolidate City/County services. Had an election to consolidate sheriff and police services, offices from which animal control is administered. Voters turned this down last year.

- E. Public perceptions: Put out a pamphlet statewide on educating control officers. Try to get 2 good stories a year in major media. Initiated a "Pet facilitated therapy program" that helps draw out patients who are socially or physically handicapped. Costs 4-5 hrs/wk. Serve nursing homes, special ed. schools, any other school on request.

Solutions: Good media coverage and public schools.

- F. Decision-making processes: Animal Control Board works well. Suggested this method for the County in their process. But personalities are intrinsic to the success of whether Board will work.

Solutions: Need a vet, a lawyer and interest groups on the board, and one member with no special interest.

General Observations:

Animal shelters are run by a variety of sources statewide:

Police
Health dept.
Sheriff
Private

Statewide need training in the whole system of animal control. Humane society offers courses, but can't afford to go. Some states are going to classification process for animal control officers.

A group out of Canada is contracting animal control. Quality control would be a major consideration here. Contracted control will probably increase to reduce local capital costs. Beware of the service, although there are good ones.

Jurisdiction: Lewis and Clark County

Facility: Animal shelter

Title/Person interviewed: Mikal Kelner

Date: May 15, 1984

SA

SUMMARY SHEET
Stakeholders

1. Type of Administration:

Private corporation; contracts with County, City, and E. Helena. Member of Federated Humane Society. Has eight-person board elected by Humane Society members.

2. Description of Facility:

Building and kennels in Helena valley. Animals are brought to the shelter from the greater Helena area by City and County animal control personnel. The building was constructed by the Humane Society in 1976 for \$40,000; an addition to the building in 1980 cost \$60,000. This facility meets current needs and should be sufficient for another decade. Presently averages 75 percent capacity. The annual budget is \$74,000, with only \$1200 for capital expenditures. Next year's budget is \$86,000; forty percent of this will come from the Humane Society. The shelter has ten paid employees and many volunteers.

3. Problems

Very few. Viewed as model shelter. One potential funding problem is this year's budget request, which the Humane Society has told the City and County is not negotiable; that's how much they believe it will cost. Helena and the County are being asked for \$17,500 each, and East Helena \$3,000, rates based on the animals' origins. If the local governments do not provide funding at this level, the Humane Society will discontinue the service. By law, the local governments will have to assume the service.

Another potential problem stems from a difference in policy

between the County and Humane Society. The County has told the shelter not to accept animals from other counties, unless they contribute to the shelter's budget. The Humane Society says it can't turn away animals for this reason, so they continue to accept them.

A. Causes: n.a.

B. How well needs are being met:

Very well. The new addition was needed anyway, but the County's new dog control ordinance intensified the need.

C. Consequences of not meeting needs:

The addition was needed to prevent overcrowding and a return to the former inadequate conditions. If the shelter were managed by the City and County, local governments would have to provide 100 percent of the budget, instead of the current sixty percent. Former shelter problems included no heat for the animals, no shots, vandalism, and public complaints. The Humane Society also offers a spay-neuter clinic to help prevent animal problems that would require the Shelter's assistance. This program was not offered by the City and County.

In Missoula, all animals at the shelter had to be killed several months ago; parvo virus broke out because the animals were not vaccinated.

Another consequence may be a lawsuit by the public if the requested funding is not given and the Society refuses to continue providing the service.

3. Constraints and Solutions:

A. Planning:

Few. The addition was planned using national averages (number of kennels for a given population size), and use rates were projected ten years. Other shelters were studied, and the best points from each used. No reserve fund; if expenses arise, the Humane Society must raise the money somehow.

Solutions: n.a.

B. Financing:

Few problems, as long as the needed funding is given by local governments.

Solutions:

The new addition was paid for by the Society, which raised the money by having businesses pay for individual cages in return for advertising (having their names on a plaque mounted on the cage). Other private, charitable fund-raising events were also used. Four-fifths of the food is donated.

C. Legal:

Solutions:

D. Operation and Maintenance:

Money for annual expenses (\$11,000) is raised by member donations, flea markets, the pet program, and spay-neuter fund drive.

Solutions:

E. Public perceptions: Favorable; few complaints.

Solutions:

F. Decision-making processes: No problems.

Solutions:

General Observations

A good example of how private enterprise can help a city and county meet their needs with improved quality and lower costs to the public. A good model for other shelters if they are less successful.



JURISDICTION: Lewis & Clark County

FACILITY: Lewis & Clark Library

TITLE/PERSON INTERVIEWED: Debbie Schelsinger - Library Director

DATE: 5/14/84

SUMMARY SHEET
Stakeholders

1. **Type of Administration:** City/County. The library is governed by a policy-making board made up of appointed citizens. The administrator runs the library otherwise. The City and County approve the budget.
2. **Description of Facility:** There is a main county library (built in 1976) plus two satellite libraries; one in Augusta and one in Lincoln. There is one station wagon for travel and book delivery.

The annual O&M budget is \$140,000 and the capital expenditure budget, primarily for books, is \$64,000.

3. **Problems:** The new book budget is "woefully inadequate." Old books can't even be replaced. The parking lot is too small. Energy costs are eating into the O&M budget.

A book inventory was conducted that showed many books were aging and some no longer included correct information. Need to do a weeding out process.

Computer is "on its last legs."

- A. **Causes:** The cost of new books and magazines is rising dramatically. Energy costs are rising. The parking lot is one of few free lots downtown. Many people use it for other business because they don't have to pay.
- B. **How well needs are being met:** The current circulation is 300,000 check-outs/year. There are 102,000 books and magazines. Based on the Director's professional judgment, there should be far more books, and much more non-fiction. (Director said need was based on qualitative standard.)

Library use is rising 8-9% every year. Augusta and Lincoln have 1,000 circulations/month. Collections are rotated with the main library.

- C. Consequences of not meeting needs: The longer a weeding out process of old volumes is delayed, the more it will cost. This is a labor intensive project.

4. Constraints to solutions

- A. Planning: There isn't any planning for the facilities other than budgetary allocations for replacement of the computer and annual work programs.

Solutions:

- B. Financing: The library is funded by 4.7 (5 mill limit by law) mills county tax. The City contributes from the general fund but current commission views this as double taxation so has decreased funding in recent years. Nine percent of the budget comes through fees, grants and contracts.

There isn't foundation support for libraries in Montana, must go out-of-state.

One percent of the coal severance tax goes to "federation headquarters" in Bozeman. There are seven headquarters in the state funded for interlibrary loans. Helena gets little if any of this.

Once the County mill levy "maxes out" the library will be in real trouble because the City keeps diminishing its contribution.

Solutions: Make library funding a line item in the State Budget. "Any sources funded by property taxes are in trouble." Have a state lottery, have library districts, a liquor tax, cigarette tax.

- C. Legal: Law now says that library funds must be in the custody of a fiscal agent - the City in this case. The library isn't getting the maximum amount of interest that it could if it could manage its own funds.

Law now says that all purchases have to be received by the end of the FY in order to be paid for out of that FY budget. Books are ordered pre-publication and are sometimes not received before the end of the fiscal year so the book budget gets lost back into the general fund. Right now, it isn't allowed to switch funds between budget items.

Solutions: Remove the requirement that library funds must be handled by a "fiscal agent" other than the library administration.

Change the "books received" requirement to an accounts payable system. Once the bill is received, the money is as good as spent.

If there is funding left over, say from an employee quitting, it would be helpful to be able to use this for some other budget item.

- D. Operation and Maintenance: All grounds maintenance is conducted on contract (lighting, landscaping). Funding is adequate here. There is a long-term replacement fund for the computer but not for the building.

Solutions:

- E. Public perceptions: Public communications about the facility are conveyed via the manager, other public officials, or "buffalo-grams". This is an anonymous suggestion box within the library. The public was surveyed last year (1983) and overwhelmingly were in favor of higher taxes rather than making library budget cuts.

Solutions:

- F. Decision-making processes: There were no constraints identified here other than the county political values were favorable towards the library while the City's were not at present.

Solutions:

General Observations:

User fees for libraries attack the basic philosophy of free information for all. Essentially, the director said that if you charged for books you could create an "information elite" and she would do anything to oppose such a system.

Libraries are a good location for interlocal communication. The director would like to explore satellites, microwave, "anything to get off Ma Bell" due to the rising cost of telecommunications. Provide children's educational programs by microwave or satellite to local communities from the library.

JURISDICTION: Yellowstone Co.

FACILITY: City-County Library

TITLE/PERSON INTERVIEWED: Ellen Newberg--Director
Bill Berg and Diane Cross--Library Staff
Harley O'Donnell--Library Bd. Member

DATE: 6/5/84 J.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: The Billings-Yellowstone County Library is administered by a board appointed by the city and county governing bodies. The bd. hires the library director, approves budget, and sets general library policy. The director prepares the budget and manages the day-to-day operation of the library. City and county governments also approve library budget.

2. Description of Facility: Library facilities include central library building in Billings (owned by the city of Billings), the library collection, library equipment, central circulation computer terminals, micro readers, furnishings and 2 bookmobiles.

Library purchases \$75,000 in new books and \$35,000 in magazines annually.

3. Problems: Library's greatest problem is that its collection is deteriorating.

Risk of circulation computer failure, if system breaks down may not be possible to get updated. Computer failure will make it impossible to monitor the circulation of books, resulting in loss of collection materials.

Bookmobiles need replacement (@ \$80,000)

Building elevator needs replacement.

Public area of library is crowded, not enough room to display materials, and use space for users.

A. Causes: Each year portion of collection wears out, disappears, or becomes obsolete. Price of books and magazines is increasing more rapidly than the library budget.

Current circulation computer is antique.

Bookmobiles are 8 and 10 years old and are worn out.

Elevator is old.

Space problem is due to increasing use and desire to display more of library collection than is currently possible.

B. How well needs are being met: Central library has $\frac{1}{2}$ million users per year, so library is experiencing high use. However, library hours have been reduced from 60 to 44 hours per week, due to budget constraints. Library director reports 6,000 per month decline in book

circulation since hours reduced.

- C. Consequences of not meeting needs: Reduced hours, deteriorating collection quality reduced the quality of library services provided. This will be reflected in lower use of facility.

4. Constraints to solutions:

- A. Planning: Library capital planning is closely monitored by city of Billings finance dept. City requires library to submit 3 year capital improvement plan. Library is actually examining longer range needs such as development of branch libraries. Capital improvement planning decisions are based on need and urgency.

Solutions:

- B. Financing: Library operation is financed primarily through city and county property taxes; $4\frac{1}{2}$ and $3\frac{1}{2}$ mills respectively. Other revenues come from library federation contracts and late fee charges. User fees generate negligible income for library. Library board and staff are philosophically opposed to charging for library cards or for general library services.

Library's greatest problem is lack of sufficient income to upgrade collection. City's all purpose levy is at maximum already. County could levy up to 5 mills, but doesn't. Library budget is closely scrutinized by Billings finance department. City requires detailed justification for any capital improvements.

The library budgets approximately \$35,000 per year for non-collection capital purchases. Included in total is \$25,000 per year replacement fund for eventual purchase of a new computer.

Annually library has had to borrow money to pay operational costs due to lag period between when expense payments are due and receipt of tax revenue.

Solutions: Library is in process of establishing a reserve fund to cover revenue short-falls due to lag in receipt of tax income.

- C. Legal: Legal status of library board is issue of contention between board and city of Billings. City claims its self government charter gives it administrative authority over library. The board disagrees with city interpretation. Also confusion over mix of authority between city and county. Library director is also concerned about long-term stability of interlocal agreement between city and county, though currently there are no major problems.

Solutions: Library would like legislature to grant bds. clear, independent authority over libraries, and possibly even taxing authority.

- D. Operation and Maintenance: City has used tax increment financing district to purchase, make improvements and repair of library building. Tax increment district is due to be discontinued in next few years, and city or library will need to find new revenue source for building o & m.

Library has spent thousands per month on Interlibrary telephone communication.

Solutions: Library director suggests intrastate, inter-library telecommunications network would result in major savings for libraries throughout state.

- E. Public perceptions: Public uses and strongly supports library. Public reacted negatively to reduction of library hours. Library received adverse reaction when new book and magazine purchases were reduced.

Solutions:

- F. Decision-making processes: City and library board conflict over which entity has primary authority over library confuses decision-making process. City and county clearly have authority to approve budget. Both city and county have been supportive of library. County recently provided library with emergency budget amendment. City has assisted library in establishing capital planning and budgeting program, and establishing replacement fund. Both city and county are contributing to establishment of reserve fund for library.

General Observations:

Each year the City-County Library wears out an estimated \$100,000 in books and spends \$75,000 for replacement. Library director estimates the library would need to spend \$235,000 a year to build collection back to what it should be. "Vast majority of library materials circulated are less than 10 years old."

The library is in need of new non-property tax revenue source.

JURISDICTION: Roundup

FACILITY: Local T.V. Broadcasting

TITLE/PERSON INTERVIEWED: Judge Nat Allen

DATE: 6/23/84

SUMMARY SHEET
Stakeholders

1. Type of Administration: The T.V. tax district is administered by a 3 member Board of Directors appointed by the County Commissioners. The district was formed in 1960 or so. The Rotary divided up and canvassed sections of town to sign up the required 51% for the district.
2. Description of Facility: There are 8 translators; 2 per station, one continuous and one for backup apiece. There is a cement block house containing the equipment. There are 3 channels plus a PBS station. The 10-watt translators cost about \$5000 apiece. These were originally purchased by donation.

Families in the district are assessed \$4.75 per year, generating \$2500/yr. for operations--primarily the utility bill and telephone bill. The board's efforts are all volunteer.
3. Problems: The cable companies have lobbied during the legislature to amend the tax district law to allow cable subscribers to withdraw from T.V. districts by signing an affidavit. This jeopardizes the survival of the districts and will ultimately drive up T.V. costs if the districts can't survive.
 - A. Causes:
 - B. How well needs are being met:
 - C. Consequences of not meeting needs:
4. Constraints to solutions:
 - A. Planning: There was some difficulty in applying for the NITA grant through the Department of Commerce because there were so many qualifications to meet.

Further PBS contracts directly with KJED, the district must contract with the station. The station requires monthly reports documenting that certain copyrighted programs have not been transmitted over that month.

Solutions:
 - B. Financing: The \$4.75 assessment covers annual costs and allows for a translator replacement fund. There is currently enough in the fund to purchase another translator at any time.

A \$20,000 grant was received in July 1983 for PBS.

Solutions:

- C. Legal: Cable lobbyists may be asking the legislature to raise the number of landowners necessary in order to form districts.

Solutions:

- D. Operation and Maintenance: P.B.S. is transmitted by microwave (along the ground, then from tower to tower). Cable is transmitted by satellite. Those watching cable cannot receive PBS and vice versa.

One of the board members is an electrician who conducts maintenance. When a translator breaks, it isn't repaired but sent back to the manufacturer for repair. This is the least expensive method. The alternative translator is used during down time.

Solutions:

- E. Public perceptions: There are 600-700 homes in Roundup and only 85 have filed for a tax refund from the district, by signing an affidavit that they are on cable.

Solutions:

- F. Decision-making processes:

Solutions:

General Observations:

JURISDICTION: Park County

FACILITY: Local T.V. Broadcasting station

TITLE/PERSON INTERVIEWED: Harry Livingston (686-4435)

DATE: 6/20/84 L.B.

SUMMARY SHEET
Stakeholders

1. Type of Administration: A television tax district, administered by a 3 member Board of Directors appointed by the County Commissioners. The district was formed by petition of 51% of the landowners four years ago.
2. Description of Facility: The facility consists of transmitting equipment encased in steel and concrete. It presently broadcasts 4 channels. The district also paid for a \$12,000 power line installation.

Television is now broadcast for an 80-90 mile range in the Yellowstone Valley between the Park and Wilsal.

The district pays the channels for the right to broadcast.

It cost approximately \$8000 to buy the towers and build the 10X14' equipment enclosure. (all materials for the structure were donated) Annual costs are minimal, except for power costs to operate the 4-100 watt transmitter.

3. Problems: Four years ago, there was no T.V. reception in the area. Mr. Livingston unsuccessfully attempted to obtain a cablefranchise, so initiated the formation of the district instead.

The district is currently attempting to get public broadcasting. To fund this, it filed for a federal NITA grant but the district's mandatory FCC license didn't arrive in time for the grant. The district is still waiting for the FCC license and has refiled for a grant through the Dept. of Commerce.

- A. Causes:
- B. How well needs are being met:
- C. Consequences of not meeting needs:

4. Constraints to solutions:

- A. Planning: There are currently no plans to broadcast local programs. However, the capability exists, if someone wishes to initiate this.

Solutions:

- B. Financing: To establish the district, donations were collected from the community; no money was borrowed.

The district is financed through taxation. Each family in the district is assessed \$20 a year to be availed of T.V. reception. This covers

costs at present--"We've always run in the black."

To fund the public broadcasting, an 80% grant has been applied for. The district already has saved its 20% match. A club will be formed locally to solicit donations and support for the public broadcasting station.

Liability insurance for the equipment and personal injury are a major cost for the district.

Solutions:

- C. Legal: The FCC, Telecommunications, and Public Broadcasting all have different regulations. These were lengthy and difficult to sort out and comply with in order to apply for the FCC license and federal grant.

District formation and liability necessitated the services of an attorney.

Solutions: The District hired an engineer to sort and fill out the required applications. His fee will be funded through the grant.

An attorney serves as vice-president to the Board. She helped set up all the legal work for the District.

- D. Operation and Maintenance: The individual station personnel maintain the broadcasting equipment.

Solutions:

- E. Public perceptions: District formation took only 6 weeks because most people wanted T.V. reception. Mr. Livingston stated that good publicity was essential, that leaders of the community, "5-6 hot shots," went out in the community and got people to sign petitions to form the district.

Solutions:

- F. Decision-making processes: The Board is essentially autonomous--even to the extent that the county commissioners appoint new Board members recommended by the Board itself.

Solutions:

General Observations:

